



Province of British Columbia



Royal Commission on Education

**A Legacy for Learners:
Summary of Findings
1988**

Commissioner: Barry M. Sullivan, Q.C.



Royal Commission on Education

Barry M. Sullivan, Q.C., Commissioner

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Canadian Cataloguing in Publication Data

British Columbia. Royal Commission on Education
(1987-1988)

A legacy for learners: summary of findings

Commissioner: Barry M. Sullivan.
ISBN 0-7726-0847-4

1. Education - British Columbia. 2. Education and state - British Columbia. I. Title

L222.B7B21 1988 379.711 C88-092169-2

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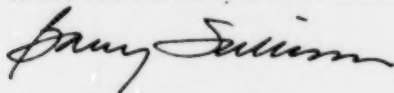
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This summary attempts to capture, in abbreviated form, the main elements within *The Report of the Royal Commission on Education: A Legacy for Learners*, as well as the seven volumes of commissioned papers which comprise the technical reports to the Commission. No summary statement can reflect the full texture of the thought and debate pertaining to the important educational questions addressed by a study of this size and depth, and for this reason I invite readers to examine the report itself and its supporting materials for more complete treatment of issues that interest them.

In my formal report, I express my gratitude to many individuals for their painstaking work on this enterprise. Here I would like to thank the people of British Columbia for their great help, encouragement, and wisdom. In small and large communities, in isolated and in urban areas, I was assisted by people from all walks of life who found time in busy routines to meet with the Commission and to make their own special contributions to the quality of schooling in British Columbia.

Because provincial schooling is something that touches all of our lives in fundamental ways, I urge all British Columbians to consider, if they will, the findings of the report and its implications for educational policy-making in this province. Our young people are, indeed, our most important provincial resource, and our schools are our most valuable institutions. The least they deserve is our attention.



Barry M. Sullivan, Q.C.
Commissioner.

The summary consists of two parts, one dealing with the context of schooling and one with educational content and support systems.

Part I presents an abridgement of materials found in Chapters 1-4 of the main report and outlines the nature of the Commission's inquiry into provincial schooling, the processes followed in undertaking the study, and the ideas and perspectives guiding this work. In addition, it examines the social environment in which schools operate, the factors that influence the character of schooling, the diversity found among learners, and the circumstances leading to the call for a new school mandate. Because no recommendations are made in Chapters 1-4, we are able to provide a slightly more detailed treatment of text than we can for the summary treatment of later chapters in the report.

Part II summarizes the text of Chapters 5-8 in the main report and provides a complete list of the Commission's recommendations, divided by chapter as they are in the source document. This part of the summary examines four major components of provincial schooling—the curriculum, the teaching profession, funding mechanisms for education, and the system that exists for school governance and administration. A final chapter returns to the question of a new mandate for education and suggests how this may be achieved.

Structure of Summary



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1. Creating a Legacy: The First Steps

The Royal Commission study of British Columbia schools was initiated March 14, 1987, by the Lieutenant Governor in Council. Terms of reference instructed the Royal Commission to "inquire into and . . . report on education in the Province from kindergarten through grade 12." These terms of reference suggested the context for the task:

The Government of British Columbia believes that education is a lifelong process embracing many facets, including personal development, career preparation, the enhancement of creativity, self-discipline, mature judgement, and a broad range of life skills, not the least of which is curiosity—the love of learning.

Education, therefore, is not limited to an institutional setting, but may be greatly impacted by educational institutions, their goals, and the adequacy of their procedures in meeting these goals. We believe that quality, effectiveness, and relevance of the province's schools and post-secondary educational systems have an enormous impact on our success. British Columbia today faces unprecedented challenges as the result of fundamental economic and technological change. The government has concluded, therefore, that it is timely to clearly evaluate where we are going in education and to select the most appropriate and cost-effective means of meeting our objectives.

Objectives were defined as including the development of a population that is "well prepared to meet the rapidly changing challenges of everyday life in the 21st century." The Royal Commission was asked to address educational issues to do with enhancing the quality of the system, its mechanisms for accountability, its teaching methods and curricula, its structures for governance and administration, and the involvement of parents, teachers, and the general public.

In the light of these instructions, the Royal Commission has sought to:

1. report on the state of British Columbia schools today in both public and non-public sectors;
2. identify areas of difficulty or concern as part of an assessment of the present and future needs of the system;
3. identify the kinds of preparation programs that school graduates will require to meet the challenges of the next two decades;
4. determine what school programs and administrative processes should be implemented to deal with current and emerging problems; and
5. recommend responsible action based upon its understanding of the system's characteristics, its priorities, and the social and economic factors that affect school operations.

Terms of Reference

Education is not limited to an institutional setting.

British Columbia faces unprecedented challenges through economic and technological change.



Context of Study

Traditional definitions of family have been modified by time and circumstance.

In our provincial society, most people do not have school-age youngsters.

The study was initiated in response to important changes that have taken place in British Columbia society since 1960. Royal Commissions on education are infrequent undertakings, in this province and elsewhere in Canada. They occur about once every generation and are generally regarded to be important educational milestones, events that signal a point of departure in our thinking about education and its importance in our lives. Such studies allow us to reappraise our educational efforts, to look backward and forward in time, to preserve what is good and enduring, and to consider the changes we can make to produce even more effective ways for people to learn. They provide an important opportunity for people to express their views and, in doing so, to shape educational policy and the values and priorities we place on learning.

Since 1960, when the work of the previous Royal Commission on education was tabled in the Provincial Legislature, our educational and social concerns have changed in many ways. The energy and activism of the 1960s raised our consciousness about individual rights and equality of opportunity issues. In the 1970s, we learned first-hand about energy shortages and threats to our environment. In the 1980s, we have become more conscious of problems to do with health, the economy, and our role in the international world.

Over this period, we have also become the best educated generation in history and many of us enjoy opportunities and a material abundance unknown to our parents or grandparents. We recognize, also, that the character of our society has changed. Traditional definitions of family have been modified by time and circumstance. Families tend to be smaller than they were a generation ago. Schools now operate in a provincial society where a majority of people do not have school-age youngsters. Many individuals now live alone or raise children as single parents. More women participate in the work force today than ever before, many of them taking their rightful place in occupations that were once male preserves.

Our population is aging and our birth rates are low and possibly declining—two social factors with profound meaning for educational and social planning. British Columbia culture has reflected new immigration patterns, becoming more diverse and pluralistic; in law and custom we now recognize minority, cultural, and language rights unsecured a generation ago. As part of the broad social change which characterizes the 1980s, people have also become more interested in taking charge of their own lives, in participating more in the decisions that affect them, and in relying more on self rather than institutional initiative to create opportunities for personal development.

Such changes have significant implications for provincial schools and for educational policies in general. The initiation of the study recognized that a reassessment was necessary if we are to look forward to the future with confidence.

The Royal Commission's work is timely for another reason. Over the past two decades, disagreements over various aspects of provincial

educational policy have sometimes sharply divided British Columbians, in some cases to the extent that the quality of schooling for children has been imperilled. In recent years, widespread concern about the leadership and control of the system, and uncertainties to do with educational finance and planning, have caused tension as well as a sense of malaise throughout the system and the provincial community it serves. In recent years, too, it has become apparent that education, particularly public schooling, is no longer the growth industry that it was in the 1950s and 1960s, when it generally enjoyed unqualified public support. Increasingly, public schooling has been forced to compete with other social services, particularly health, for its share of funding. This has had unfortunate effects on the morale of school professionals and the public they serve.

The Commission, through its analysis and recommendations, hopes to foster a new educational accord in British Columbia. This is, indeed, a compelling cause: to leave a legacy of value for our children and the future they represent.

The more than half-a-million youngsters now attending schools in British Columbia will be the people who lead and shape our society as we reach the year 2000 and beyond. Each one of them will influence the world of tomorrow. They will help determine what values and traditions we preserve, what ideas and knowledge we will hold, and, ultimately, what we represent collectively. The child entering the first grade of school this year will graduate at the beginning of a new century and a new epoch in human history—a fact, in itself, which amply illustrates the importance of schooling not only to individuals but to all of us as a society.

For much of the past year, Commission staff travelled throughout British Columbia to listen to what the people of this province had to say about their schools. We spoke with youngsters, their parents, their teachers, and school officials in a variety of settings, from traditional one-room Hutterite schools to modern high schools featuring the latest technical innovations. In more than 24,000 kilometres of travel, we visited schools from the Liard River in the north to the Juan de Fuca Strait in the south, from the Peace River country in the east to the Queen Charlotte Islands in the west. In all, we visited 139 schools in 89 communities and held 66 public hearings; we held 54 meetings with teachers and were invited to participate in 23 student assemblies. During each hearing, members of the audience who did not wish to speak publicly were invited to submit their views about schooling in written form to help guide the Commission in its deliberations. The fact that over the past year the Commission received almost 2,350 written and oral submissions, from individuals and groups in all parts of the province, attests to the public's great interest in schooling in British Columbia.

Education is no longer the growth industry that it was in the 1950s and 1960s.

The child entering school this year will graduate at the beginning of a new century and a new epoch in human history.

The Inquiry Process



Over the course of the Commission's work, many meetings were held with representatives of local business and labour communities, government agencies, and provincial organizations with special interest and expertise in education. We also consulted with advisors on a wide range of topics, and with research teams addressing six specific areas: schools and society; the learners of British Columbia; curriculum; teachers; finance; and governance and administration.

Drawn from the community at large, leaders in other fields provided valuable advice in the reports of three Working Community Groups: one on parents' rights and responsibilities, one on pre-school needs, and one on the articulation between school and work. A report was also commissioned, and gratefully received, from a task force of 54 senior secondary students who convened from communities throughout the province.

The Report

The Commission's report first examines the social context in which young people learn and in which schools operate, and seeks to identify the social, economic, and other factors that influence education. Here we attempt to portray the variations that exist among learners and among provincial schools themselves, as well as how such variations reflect the different social circumstances, lifestyles, and beliefs about education that describe the people of the province in the late 1980s. Against such a background, we consider public aspirations for schools as both educational and social institutions, the relationship of schools to the home and other institutions charged with the care of the young, as well as public and professional calls for a new school governance mandate which reflects the nature of British Columbia society today and the place of the school in the lifelong learning of individuals.

Emphasis shifts in the second part of the report to examine in some detail four critical areas of concern to the Commission:

- the nature of the school curriculum and how it serves our young people;
- the professional responsibilities, activities, and preparation of teachers;
- the appropriateness of the current school finance system; and
- the relationships among governance and administrative systems and their role in facilitating learning.

The Commission's attention returns throughout the report to two general topics of discussion. The first is the need for a school mandate and the clarification it will offer for the school's mission and operation. The report in its conclusion returns to the question of the mandate for education and attempts to present a framework from the elements set forth in the preceding chapters, for use as a guide to the process that will lead to the final formulation of the mandate.

Throughout the report, emphasis is also placed on how decisions about educational objectives and policies reflect the ways in which choices must often be made among competing social and educational values. Philosophical and ideological conflicts about educational issues have indeed become a part of British Columbia life in recent years and must be acknowledged as such. In line with social and political developments elsewhere, British Columbians have sought since mid-century to participate more freely in deciding the important educational and social questions of the day. Whereas important civic issues were once often decided out of public view, decisions about social and educational policy now increasingly take place in the broad daylight of public debate.

Many debates about education and schooling are really debates about larger philosophical and ideological issues concerning such matters as the role government should play in people's lives, the rights of the state versus the rights of the individual, and the relationship between private interest and the public good. Not surprisingly, in a provincial society characterized by its diversity and pluralistic interests, such fundamental questions are manifest in educational as well as in other terms. Throughout the study, the Commission found its attention engaged by many such issues, including that of parental and state rights in children's education, the debate over public and non-public schooling, the tensions that exist between values of equality, access, and affordability, the need for stability and the need for change, the relative advantages of central as opposed to local governance, the freedom to act and the need for accountability, the ideal of choice and the need for equality and standardization, to mention but a few.

The purpose of the inquiry has been threefold.

- First, through its public hearings, its receipt of submissions, and its meetings with community leaders and organizations, the Commission took as its primary task to listen to what the people of British Columbia have had to say about education and the school's role in the educational process.
- Second, in line with this public and professional input, the Commission initiated a series of research studies to examine some fundamental and vexing issues relating to the provision of educational services in the province.
- Third, on the basis of information and perspectives generated from these sources, the Commission has attempted to develop and present a coherent understanding of the school's role in British Columbia society today and the meaning of education to a provincial community that is experiencing important social and economic changes. The Commission's views and findings are outlined in the recommendations it presents and in the descriptive text surrounding each recommendation.

Purpose of the Inquiry



What British Columbians Said

British Columbians offered a consensus on what constitutes a good school and a good school system.

"Issues have adversaries—winners and losers. (For education) the wins are superficial and the losses are profound."

In the course of the inquiry, as British Columbians described the importance of education and the schools they admire, they offered a consensus on what constitutes a good school and a good school system. Almost everywhere, for example, people spoke about the school's importance in providing for children's achievement.

Achievement, in the minds of many with whom we spoke, was the essence of 'good' schooling—schooling that would allow youngsters to express their understandings and innermost feelings, to ask imaginative questions, to discriminate wisely among choices, to acquire a sense of the consequences of action, to know their culture and the culture of others, to enjoy their own and others' sensibilities, to make their way in the world, and, ultimately, to contribute to the wider social, economic, and spiritual good of the community.

As schooling was seen by parents and by youngsters themselves as an active process, the responsibility for creating schooling that responds to people's needs was seen to be something which required public involvement. British Columbians brought to our attention, again and again, the fact that schools reflect the society they serve and that, if the public does not support schools—and those who study and work in them—with its time and interest, it has only itself to blame for whatever dissatisfaction may be felt.

Related to the issue of public participation in schooling was a cluster of concerns to do with the operation of the provincial system itself. People deplored the confrontational character of provincial schooling in the 1980s and raised questions such as: "Why can't we have better cooperation between levels of government and between school professionals and the government?" or, "Why can't we have a less volatile educational climate?" Such concerns underscored a deepening sense of frustration and impatience with the political storms that have troubled British Columbia. As the staff of one school observed, bluntly but accurately, in their written submission, "The fundamental problem with education in this province is that it is perceived as an 'issue.' Issues have adversaries—winners and losers. Unfortunately, in this case, the wins are short-term and superficial and the losses are profound and affect us all."

Throughout the study, individuals spoke and wrote about the need for school programs and operations to recognize the diversity that exists in British Columbia society. Public emphasis on diversity was many-sided. To some, it was a question of making greater provision for individual differences among learners, addressing such issues as pupil streaming, differential programs in elementary schools, and the general challenge of furnishing young people with school experiences to match their interests and abilities. To others, it was an issue intertwined with the preservation of cultural heritage, religious preference, or language. Diversity also had a geographic meaning. In some instances, when people spoke of diversity they dealt with the importance of recognizing the distinct identities of regions, communities, or even neighbourhoods, and the need to allow local schools to reflect such differences in their offerings.

Numerous submissions, too, addressed issues to do with access.

For some who came forward to speak to the Commission, the subject of access was geographically defined. They spoke, often with passion, concerning the problems of rural and isolated schools, transportation difficulties posed by school populations spread across large catchment areas, and, in some cases, about the physical and other challenges faced by some special education and handicapped children. Access was also discussed in relation to the scope and depth of school curricula and the choice of course offerings. Again, this issue of access was generally raised in non-metropolitan areas where secondary schools tend to be smaller and where course selection at senior levels is more limited. Finally, access was viewed by some parents, students, and community members in instructional and methodological terms. Such a focus usually centred on whether instructional materials and teaching techniques were comprehensible to learners, a question that pertained especially to special needs children or those whose learning abilities were impaired or disadvantaged by linguistic differences or social circumstance.

Along with diversity and access, people also spoke about choice in schooling—an issue, in itself, that proved complex in meaning. In the largest sense, choice was expressed as a fundamental democratic right, especially as it concerned the primacy of parental over state rights in children's education. Many who appeared before the Commission argued for greater choice and variety in schooling as a means of recognizing individual differences among youngsters, as well as acknowledging parental rights to select the academic, social, and moral atmosphere of schools in accordance with their own philosophical beliefs and values. Others, however, no less cogently underscored the need we have for schools to sustain, in their curricula and practices, the experiences and bodies of knowledge that should be made common to all children.

In general, British Columbians seemed to believe that choice was too restrained within the public system. Some expressed the view that high schools, for example, should define their programs more specifically along academic, general, vocational, or other lines to ensure a better fit between student interest and school mission. Parents repeatedly made the point that schools should be able to accommodate the special needs, interests, and talents of their children and that increased parental and pupil choice, as well as the increased responsibility attendant with it, would ultimately promote greater levels of service and satisfaction.

Choice, of course, was a salient feature of discussion about non-public schooling. Various individuals and groups observed that the choice made available in the non-public school sector explained the growth in popularity of such schools in recent years. Much was made of the fact that non-public schools could target their educational and other objectives more narrowly than public schools and, thereby, accommodate certain kinds of learners or satisfy parental and pupil choice for specific academic, social, ideological, or religious reasons. The emphasis on standardized school curricula and operational practices found in most public schools, some felt, hindered public schools in addressing the variation that now exists in British Columbia society.

As well as diversity and access, people spoke about choice in schooling.



Concern was raised about the lack of provincial control over some non-public schools.

Public and professional concern was also raised about the lack of provincial control over some non-public schools, and strong arguments were advanced to increase the inspection of such schools as well as to protect the educational welfare of children in home schooling. As things now stand, the Commission learned, it is difficult to describe what kind of schooling occurs in some small non-public schools, or even to gauge exactly how many youngsters are being schooled at home.

One final theme that ran through much of the public discussion should also be mentioned: the concept of accountability, or what was sometimes termed responsibility. It was widely observed that the public has a right to hold its institutions accountable for the quality of services they render and the decisions they make, at least to the extent that these decisions are under the control of such institutions. Accountability, as it was discussed, meant the provision of different information to different people for different reasons—to the public about the school's effectiveness and problems, to parents and students about individual progress, and to school staff about the planning, processes, and policies determined at governance and administrative levels. A less frequently expressed but equally important aspect was raised in discussion about the level of accountability that might be expected from parents and youngsters, as well as from other agencies involved in the care of the young.

In summary, then, the emphasis placed by parents, the public, and educational professionals on the foregoing topics greatly shaped the perspectives and values of the Commission. As the study progressed, the inter-relationships among these ideas became clearer; so did the cohesion they offered as organizing concepts for the Commission's work, their relevance to British Columbia schools and society in the 1980s, and the way in which their translation into recommendations might point the way to the schools we require in years ahead.

The Commission's Approach

This study of provincial education differs in emphasis from other educational studies commissioned earlier this century. It is, at once, both broader and more selective than previous inquiries. Although it takes as one of its purposes a review of provincial schooling from Kindergarten to Grade 12, it is not strictly a school survey of the kind common to earlier years. Although it seeks to understand the strengths of the current system and where it can be made more effective, it is not intended to be an educational audit that measures school productivity or efficiency. Although it is concerned with bringing about change, it should not be confused with studies that outline ambitious plans for 'school reform' or that seek to ascribe culpability for educational failure. Rather, this Commission has sought to inform British Columbians and their government about the complex undertaking that is modern schooling, as well as the choices and options that must be considered if we wish to develop educational policies that are responsive to our current and emerging social circumstances and values.

2. Society, Schools, and the Learner



All societies seek certain objectives. Apart from their general goals to sustain and perpetuate themselves as social and cultural entities, they attempt to make provision for the social, spiritual, physical, and material betterment of their citizens. They do so in a number of ways but principally through their major institutions—the home, religious organizations, voluntary groups, and, in modern societies particularly, through state-supported social service agencies. Each of these institutions in various ways contributes to what is known as the social capital of a society, or what may be otherwise defined as the general social investment in health, welfare, learning, or other forms of protection and care that a society bestows upon its members.

For much of human history, the family was the agency most responsible for the provision of this social capital. With the coming of the industrial age, however, and the shift from an agricultural to an industrial and service-type economy, the social cohesion and continuity afforded by the family, the land, and the small community began to break down in the face of urbanization and highly differentiated kinds of employment. This important social change, which began in British Columbia in the late nineteenth and early twentieth centuries, led to the expansion of government involvement in areas of human development and support which were once the sole domain of the family. Modern society has come to rely more heavily on its publicly funded social service institutions to meet the physical, educational, social, and economic needs of its citizens.

The publicly supported and voluntary social service organizations found in British Columbia today differ little from those found in other regions of the Western industrialized world. What is important to understand, however, is that such agencies can only provide a part of the social capital that some children ordinarily receive in stable and enriched family environments. Some British Columbia youngsters in the late 1980s depend far more heavily on such non-family sources of nurture than do others, and we must recognize that the relative absence or presence of this social capital in youngsters who attend school has, in some cases, immediate and profound implications for their ability to learn and for the school's effectiveness in teaching them. No discussion of provincial schooling or the purposes of education can proceed in any meaningful way without first recognizing the importance of this social capital and how it affects children's lives, their capacity to learn, and the character of the schools they attend.

To understand the character of British Columbia education today, we must also understand that British Columbia schools are part of a complex provincial society that has been shaped by a variety of geographic, economic, and social forces. The following discussion surveys some of the major factors that have influenced and continue to influence the character of schooling in British Columbia and examines the role that schools have come to play in our lives.

Social Capital and the Goals of Society

Factors Shaping British Columbia Schools and Society



Few factors have had greater impact on provincial development than our unique geography.

The province's social character has been shaped by its diverse cultural heritage.

Few factors have had greater impact on provincial development, in schooling or in other areas, than British Columbia's own unique *geography* and *topography*. From the establishment of the first schools in the 1850s to the present day, government and school leaders have wrestled with the question of how to deliver and administer school services efficiently across a province which occupies almost 10% of Canada's land surface. It is nearly quadruple the size of Great Britain, 2.5 times larger than Japan and larger than all U.S. states except Alaska. Only 30 nations are larger than British Columbia. Problems of size and distance, formidable in themselves, have been compounded by the province's rugged physical landscape—high mountains, steep valleys, dense forests, and surging rivers. Such natural barriers, and a population thinly scattered across much of the province, have had important influences on the course and character of provincial life. Most obviously, they have posed enormous problems to do with cost and access in delivering educational and social services to interior, northern, and isolated communities.

As geography and distance have shaped regional identities within provincial boundaries, the social character of the province itself has been shaped and enriched in a larger sense by its own *diverse cultural heritage*.

The historical roots of multiculturalism in this province may be traced to the distant past, when the ancestors of today's First Nations People established their settlements in the region that is now British Columbia. Many centuries later, in the early modern age, the second chapter in the story of British Columbia multiculturalism began when the first waves of European navigators contacted the indigenous people.

Two events in the twentieth century have been instrumental in transforming British Columbia into the truly multicultural province it is today. The first of these involved the changing patterns of Canadian immigration after World War II, particularly in the late 1950s, late 1960s, and late 1970s when hundreds of thousands of New Canadians arrived in British Columbia and elsewhere across the country to start fresh lives.

The second factor which ensured the multicultural character of British Columbia and, indeed, Canadian life in general was the emergence of a federal multicultural policy two decades ago. This policy acknowledged that Canada had become a multicultural nation and formally recognized the fact in the appointment of a Minister of State for Multiculturalism and the establishment of a permanent directorate to address multicultural matters. The recent enshrinement of legal protections for minority cultures in the *Charter of Rights and Freedoms* has further reflected the spirit of this policy.

Even before the emergence of a federal policy for multiculturalism, and even before the most recent waves of immigration, schools were expected to help ease newcomers into the mainstream of provincial and national life. Immigrants, too, have long considered schools as institutional gateways to a better future for themselves and for their families. What has changed in recent decades is that they do so within a social and legal context that, more than ever before, acknowledges and celebrates



the social diversity that distinguishes us as a province and as a nation. Today, we look to the schools to help us sustain a climate in which racial, religious, and linguistic differences will be both understood and appreciated, even if such differences are not easily accommodated within the framework of any one system.

This commitment to multiculturalism means that we also look to schools to foster healthy inter-group attitudes, to break down cultural stereotyping, and to organize themselves in ways that ensure equality of treatment and equality of access for all minorities. Finally, it means, too, that we look to schools to preserve diverse cultural heritages through language instruction and through other studies in history, geography, art, music, or drama to remind us who we are today and from what culture we once came.

Like geography and culture, *economics*, too, directly and indirectly shapes the context in which schools operate. Schooling was defined as a provincial responsibility and subject to the control of provincial authorities under the *British North America Act*. Historically, at least, the extent to which the province has been able to support its schools has been tied to the strength of the provincial economy. In a province long dependent for much of its operating revenue on the productivity of the resource industries, support for schooling and for other services has been influenced by international demands for natural exports. This characteristic is not unique to British Columbia, or even to Western Canada, a region generally affected by the strength or weakness of resource markets; it is shared by jurisdictions around the world marked by resource-driven economies.

Provincial economic development has also shaped provincial views about the support and value of learning. From the fur trade and the gold rush era more than a century ago, British Columbians have earned their living with their hands. In a frontier society, made up principally of immigrant peoples, emphasis was placed first on the practicalities of survival. What this has meant, however, is that there has been a subtle but powerful and longstanding tension between the call of the frontier and the call of the school bell. The forces of our own history may have caused us to overlook the important contributions that men and women of science and letters have made over time to the economic and cultural wealth of the province.

Recent international developments put into sharper focus the relationship between learning and British Columbia's economic prospects. Natural resources will no doubt continue to provide considerable employment; however, recent advances in technology and automation, as well as a broad international shift to economies based increasingly on *information and knowledge*, rather than on resources or manufacturing, have serious implications for the provincial future and for the role that schools or other learning agencies will play in our lives.

People today speak of nations and individuals who may become "knowledge rich" or "knowledge poor" as a result of their commitment

There has been a subtle but powerful tension between the call of the frontier and the call of the school bell.



toward developing intellectual and technical expertise. At the same time, social, business, and educational leaders emphasize the concept of lifelong learning and sketch out a world to come in which greater numbers of us will be involved in some form of learning for much of our lives, at home, at work, or in more formal educational settings. If we accept current forecasts about the importance of a knowledge-based economy, or about the likelihood that mobility within and across careers will increase, then the idea of lifelong learning and the need for continual growth in knowledge and skills holds special meaning for practical as well as for other reasons.

Statistical data on employment and the economy suggest several important trends:

- a decided provincial decline in employment in export industries, which in earlier days traditionally provided work opportunities for young, unskilled labour;
- the fact that much of the recent growth in provincial employment has taken place in service industries, and industries that require educated workers or workers with some form of advanced skills; and
- volatility within the overall economy itself which suggests the need for a broader range of skills and competencies, on the part of young people especially.

Such an employment environment and the likelihood of intensified economic competition from other regions around the world argues strongly for providing higher levels of education for the young and for equipping them with the kind of educational preparation that will help them adapt to change, learn new skills as employment circumstances demand, and become generally more entrepreneurial in their attitudes toward work and establishing themselves in a career.

Perhaps no social institution in North America has changed more dramatically since mid-century than *the family*. In broad terms, the family of the early 1950s, for example, was typically presided over by two parents—one a homemaker, the other a breadwinner. For the most part, the family life of two adults and three children was secure and predictable. Domestic life was typically characterized by a division of labour. Work patterns were similarly divided. Men went to work; women, in the main, stayed at home after marriage. Middle-class values were well entrenched throughout society. Parents generally encouraged their children to work diligently, to succeed in school, and to prepare for the world of work.

Many social changes have taken place since this time with the result that the family of the late 1980s is a different institution from the family of three decades ago. For example, families today are smaller in size than in the past; the number of lone-parent families has increased considerably as has the number of families headed by women; in addition, the number

New social forces have transformed the family from a stable social unit to a more fragile institution.



of childless families is growing faster than families with children. Though marriage remains popular, the number of marriages which end in divorce has increased significantly.

Family life has been also appreciably shaped by important changes in the *status of women*, and by the role women now play in provincial economic life. Occupations and careers once the domain of men have been opened to women. In 1983, 51.5% of married women with pre-school children in Canada were participating in the labour force, compared to 34.1% in 1975. In British Columbia, 42.5% of all women were working outside their homes in 1985. Of women with families, more than half, 54.5%, were gainfully employed—49.5% of the women with children under 3; 55.0% with children 3 to 5 years of age; and 69.1% with children 6 to 15. Changes in family structure, together with the need for increasing numbers of women with children of pre-school and school age to work outside their homes, appear to be irreversible and have important meanings for education, not the least of which is that certain aspects of child nurture once the prerogative of families have, by circumstance, been transferred to the schools.

In summary, then, new social forces, some disruptive in nature, have transformed the family from a generally stable social unit, which ideally provided children with the means for growth and subsistence as well as the confidence to participate in the social life of the community, to a more fragile institution, which may not always have the resources to ensure the proper development of the young or their preparedness to succeed in school. Moreover, the traditional role of the family as the principal agency of social security for the young as well as the old has changed over the last half-century as government programs have reduced the family's longstanding welfare functions to the incidental in many respects.

In recent decades, the character of schooling has been shaped by new cultural forces; one of the most influential of these is the concept of *leisure*. This emphasis, although now common to the Western world in general, is reinforced within British Columbia by a climate and topography which accommodate summer and winter sports, as well as by historically established athletic traditions.

The fact that leisure has become an integral part of our lives has obvious and important implications for schools. Schools in the 1980s function within a social context in which the work ethic is no longer as dominant as it once was. In recent years, British Columbians have increasingly sought to balance work and career aspirations with quality-of-life considerations, frequently viewed as opportunities for leisure. This means that schools must address objectives to do with the social and personal development of the young, as well as more traditional objectives to do with transmission of knowledge and intellectual development. Operating within a leisure-oriented society also makes it more difficult for schools to insist upon rigorous work habits for pupils; in a society where the idea of play is celebrated so widely, the meaning of work is not always readily apparent to youngsters.

In a society where the idea of play is celebrated, the meaning of work is not always apparent to youngsters.



Youngsters in provincial schools now have access to more than 20,000 computers.

The school remains an institution at the crossroads of individualism and cooperation.

Schools, too, are increasingly asked to respond to changes in family and work life by expanding their custodial and monitorial roles in children's lives. As single-parents or both parents may be working, new pressures are being placed upon schools to lengthen their hours of operation, or to offer structured extracurricular sports and other after-school activities to compensate for levels of care and supervision traditionally provided by families but no longer available. An emphasis on leisure also has generally opened up discussions about the school's role in various aspects of health and lifestyle education and has led to new courses targeted toward reducing unwanted pregnancies or health risks for youngsters, or alerting them to the physical and psychological dangers of substance abuse.

As in all modern societies, the character of British Columbia life is also being reshaped by recent advances in *technology*. Underlying this transition is a new communications structure which is as important to the information age of today as rivers, railways, highways, and airways were to the industrial age. The changes brought by such new communications networks affect the way we live, the way we work, how we interact with others close to us and far away, how we use our leisure time, and how we are educated. Because the world's stock of information is now doubling every two years, specific knowledge and skills are giving way in importance to the ability to process and assess information quickly and effectively, and to apply it in solving problems and making decisions. Such a change obviously has significant meaning for schools. For example, methods of instruction are already changing to take advantage of what the computer can do; youngsters in provincial schools now have access to more than 20,000 computers; and it is apparent that the school curriculum and, indeed, the nature of the learning process itself is being transformed by such technology.

British Columbians have long looked to schools as *important social institutions*, as pivots upon which communities turn. This was true in the early days of provincial settlement when rural life often centred around the one-room schoolhouse. Not much has changed. Even as we approach a new millennium, we look to the school, as we have in the past, to sustain the social life of communities through the provision of opportunities for recreation, adult education programs, classes for parenting, extracurricular activities for children, or simply as a place for civic meetings. The school remains an institution that pulls people and communities together, an institution that stands at the crossroads of individualism and cooperation.

Recent social changes have renewed public interest in the school's capacity to preserve, or even restore, ideas about community which we hold dear. The growth in urbanization, population, occupational and social differentiation, and social diversity and ethnicity have led in recent years, some suggest, to a vanishing sense of community and to a weakening of the bonds that hold us together. Significant changes in family life have also focussed attention on the school's place in the contemporary



community and many families are more dependent on schools today than ever before. The advent of two working parents, a rise in the number of lone-parents, the emergence of a new emphasis on individual careers, earning power, and the use of leisure have led, in some cases, to an apparent weakening in family bonds and to diminished levels of parental responsibility. Accordingly, schools have increasingly been expected to assume a larger role in child rearing, the nurture of the young, and the supervision of youngsters' play activities.

There is no simple way to summarize the extent to which today's provincial schools differ in character and purpose from the early colonial structures where British Columbia youngsters first gathered to learn. The portrait of the school in the late 1980s that emerges is a complex one, but no more complex than the provincial society it serves. The school is, in many ways, a reflecting pool. It mirrors, with relatively little distortion, the expectations, values, and purposes we expect to see embodied in its programs and operations. If its objectives are diffuse, it is because ours are too; if its clientele is heterogeneous in nature, it is because we, too, are a diverse society; if it seeks social justice and equity, it is because we, as a province, hold such values; if it is confused at times by the whirlwind of new knowledge and technological advancement that sweeps around it, it is because we, too, have difficulty adjusting to change.

The provincial school system consists of two sectors—one public school sector that is large and publicly funded, and one smaller non-public school sector comprised of independently organized schools, some of which receive partial support from public revenues. What follows is a brief description of the types of schools found in each sector, and the numbers of students enrolled in each type. Our interest has been focussed on studying these schools and the youngsters who attend them.

In the British Columbia public school sector, six basic forms of school organization exist to accommodate youngsters from Kindergarten to Grade 12. Currently, these divisions consist of:

- 1,130 elementary schools which enrolled 287,548 Kindergarten to Grade 7 students in the 1987-88 school year;
- 71 schools with 16,809 students from Kindergarten to Grade 10;
- 25 elementary-secondary schools, which enrolled 7,606 students from Kindergarten to Grade 12;
- 83 junior-secondary schools, with 41,103 students in Grades 8 to 10;
- 173 secondary schools, with 120,920 students in Grades 8 to 12; and
- 16 senior secondary schools, with 15,529 students in Grades 11 and 12.

Social Context of Schooling: Summary

The Provincial School System

Public Schools



There are 1,498 regular public schools in British Columbia, which enrolled 489,515 pupils in the past year.

In all, there are 1,498 regular public schools in British Columbia which enrolled 489,515 pupils in the past school year, or approximately 93% of all the youngsters attending school in the province. In addition, there are also, under public jurisdiction, 14 containment centres for youngsters legally detained, 30 provincial resource program centres for special education children, and 24 other schools to accommodate various needs, bringing the total number of public school institutions to 1,566. In 1987-88, about 67% of the youngsters who attended public schools did so in centres with populations of 65,000 or greater, while 33% attended schools in smaller centres.

During 1987-88, 11,064 students registered for at least one correspondence course: 90 in Kindergarten, 1,316 in Grades 1-7, and 9,658 at the secondary level. Students at the elementary level generally register for a full program; at the secondary level, the greater number—8,729—are part-time students who typically enrol in one or two courses at a time. It should be noted that, of these part-time students, 73.4% attend school. These students enrol either in courses not offered at their school because of the school's small size or in courses not available to them because of timetable conflicts. In all, 36 courses from Kindergarten to Grade 7, and 105 courses from Grade 8 to Grade 12 were offered during 1987-88. The Province of British Columbia, under Section 19 of the *School Act*, also makes provision for the education of a number of youngsters in places where there are too few children to warrant the establishment of a public school. At present, approximately 80 youngsters throughout the province are served by itinerant instructors in 14 locations.

Non-Public Schools

Within the non-public school sector of British Columbia, schools may be generally described in two ways: according to the level of partial support they receive from public funds or according to membership within the Federation of Independent Schools.

To become eligible for provincial funding, an independent school must first incorporate as a non-profit society and, following incorporation, operate successfully for one year. Group 1 schools receive a grant for each student equal to 10% of the local per-student operating costs. Group 1 schools are not obliged to follow the provincial curriculum but are bound not to teach any material that may be judged to be religiously intolerant, racist, antisocial, or seditious.

Non-public schools classified as Group 2 schools by the British Columbia Ministry of Education receive a grant for each youngster which is equal to 35% of the operating costs of educating each child in the public school system of the surrounding school district, providing they follow the provincially prescribed curriculum, participate in specific pupil-testing programs, agree to regular external evaluations of the school, and verify that all teachers in the school are presently certified or will be certified within five years of the application.



Currently, there are 207 non-public schools designated by the Ministry of Education as Group 1 and Group 2 type schools: of these 21 are classified as Group 1 and 186 as Group 2.

The non-public school sector can be generally described and divided in another way. The Federation of Independent School Associations (FISA) lists 154 member schools in four associations with a total enrolment of 30,255 students. This represents approximately 85% of all non-public school enrolment. Apart from the 154 schools with FISA membership, there are also 162 known non-member schools in the non-public sector with an enrolment of approximately 6,000 students from Kindergarten to Grade 12. In addition to those attending non-public schools, it is estimated that between 1,000 and 3,000 children of school age are currently educated at home.

There are at least 316 non-public schools, enrolling about 36,250 students.



3. Learners in Profile



British Columbia learners reflect the wide diversity that characterizes British Columbia's society. As we began to reflect upon how best to describe this diversity among the half-million youngsters who attend our schools, it became clear that a statistical treatment alone would not adequately capture the range of expectations of these learners or how they relate their school experiences to other aspects of their lives. For this reason, Commission staff interviewed a selected group of 63 students from Grades 3 to 12, in both public and non-public schools located in both urban and rural areas, and representing various ethnic groups and different levels of advantage.

It was interesting, but not particularly startling, that the learners we interviewed approached school, generally, with a utilitarian perspective. They looked to schools for the benefits they could gain from them, rather than a desire to pursue learning for its own sake. Yet the young people we interviewed held personal and social views about the importance of their own learning. For the most part, they portrayed learning as an intensely personal activity which provoked the imagination and kindled a spirit of challenge. They viewed learning also as a group activity, one to be shared with friends and classmates. They valued teachers who provided them with opportunities to take risks and strive for more than they thought they could achieve, and who could also create that sense of belonging to a group in which all members could share in the challenge.

What was more troubling to the Commission was the number of youngsters who expressed no goals for themselves. This was more apparent in children from disadvantaged rather than advantaged backgrounds. Life for many of them was characterized more as an unfolding of events than as a journey toward a distant but partially visualized destination.

We note, also, that many of the children we interviewed, even those who stated clear goals for themselves, were unsure about how they should achieve their goals. Similarly, from interviews with parents, we found that many parents were uninformed about possible career paths open to their children. Without question, schools have much to do in educating both learners and parents about the range of careers and opportunities that exist. As we see it, the efforts schools undertake in this regard occur too late in the students' school careers to be of much assistance and usually do not involve parents. In a similar vein, the curriculum is startlingly inadequate at the senior secondary level for learners not planning to attend a post-secondary educational institution. Most of the secondary students we interviewed, even those headed to college or university, sought greater variety, choice, and relevance in course selection.

The Commission was troubled by the number of youngsters who expressed no goals for themselves.



Finally, the diversity found among the students we interviewed, as well as the diversity revealed by our statistical and other data, speaks clearly to the challenges society faces in providing educational and other services for young people. In Chapter 4 of its report, the Commission examines more directly the meaning of this diversity for educators, its implications for the way we attempt to organize and bring to bear social and educational resources on behalf of young people, and what such diversity suggests to us about the nature of the mandate schools require to operate effectively in the 1980s and beyond.

4. Responsibilities of Public Schooling



Throughout the twentieth century, the school—and particularly the public school—has assumed far greater responsibilities than ever before in meeting the diverse developmental needs of youngsters. Broad social movements have resulted in the de-institutionalization of children once cared for by other jurisdictions, and have contributed to the increasing heterogeneity of school populations. Children with physical or mental challenges, or other special needs, are now within the mainstream of school life; this change has had important ramifications for school policies and for the extent of services schools are now expected to supply.

Such changes have led to confusion on the part of educators, the public, and policy makers regarding the public school's role in society and the tasks schools should perform. Uncertainty about the public schools' role, and the role of educators today, was often expressed to the Commission. Classroom teachers, school governance officials, and school administrators, in particular, argued for greater clarity in defining educational activities and purposes, as well as delineating more precisely the school's relationship to families and other social institutions.

This issue was defined by many as a question of mandate. The Commission was advised repeatedly, "We need a mandate, we need to know what the schools should do." Those who made such statements, however, were not always in agreement about what 'mandate' meant. Often it was used ambiguously to refer to educational goals as well as issues about the school's social responsibility. Nevertheless, the fact remains that no other issue was brought to the Commission's attention as frequently, or with as much concern, as the question of mandate.

Confusion about the purpose of schooling is certainly not new. Since the establishment of the first public schools in British Columbia more than a century ago, we have looked to schools to support our social structure in numerous ways. Schools have been viewed as multi-purpose institutions whose endeavours go far beyond educational functions; various public elements at various times have seen schools as agencies for civic development, as laboratories for democratic practice, as institutions to sustain a common culture and common values, as places to remediate the behaviour of wayward youngsters, and as centres for community life. Within the public imagination, the potential of schools has sometimes seemed boundless.

The school as we have come to know it, fulfils three major social functions. First, schools provide custodial service; they are valued as places where children can spend time in relative safety and under the care of adults while the adults in their own families work. Second, schools serve to socialize children and adolescents to the norms and values of their society. Although the first agency of socialization remains the family, the school socializes children to a community broader than that of the family. In schools, children meet other youngsters from other parts of society and learn attitudes and abilities different from what they learn at home, but necessary for community participation and for entry to the world of work.

"We need a mandate, we need to know what the schools should do."

The School's Social Functions



Third, the school performs an educational function. In schools children learn the set of basic skills which enable them to continue to learn throughout their lives. Schooling, however, represents only the beginning of lifelong education; many other formal and informal activities contribute to a person's educational development, not all of which take place in schools. If we tabulate, for example, all the hours that make up the life of the average person today, we can estimate that only two to three per cent of those hours are actually spent in school—a fact frequently overlooked by the public, and sometimes by the educators, when they set ambitious social tasks for the schools.

These social functions are carved in the granite of tradition and will remain an essential part of any mandate for schooling, however they are described. Schools, as they are constituted in our culture, can never escape such responsibilities, which remain fundamental to the very nature of the institution.

The School's Educational Purposes

The school's primary social function is to educate youngsters. How schools should best do this has been discussed and debated since the beginning of the Classical Age. Over the centuries, civilized societies have come to ascribe four major educational purposes to schools, purposes strongly supported in current educational writings. The Commission regards these as the four purposes to which the provincial school system should aspire.

Cultivation of Mind

The school's first educational purpose is to cultivate the mind. This means that youngsters should learn how to think at advanced levels. To teach children facts without teaching them how to reason about those facts, or make critical judgements about them, is to deny youngsters a high quality education. It is impossible to reason, or to make critical judgements, without thinking about something. The development of expertise in anything requires both knowledge about a subject and the capability to think deeply about that knowledge. It is senseless to talk about developing children's higher order thinking skills independent of the subject matter to be learned. The first question of education is to determine what is worth learning and, then, to decide the nature of learning required in order to think in a sophisticated manner about that subject.



The cultivation of the intellect and the acquisition of knowledge associated with it are noble educational ends in themselves. Education has its own intrinsic worth; it is better, we believe, to be well educated than to be poorly educated. The cultivation of the intellect is also seen by society to have considerable social and economic value for the individual. A person can convert a good education into higher earning power. Substantial research supports this claim; the world of work rewards those who can think flexibly and solve problems in creative ways.

Preparation for Vocational Life

Education has its own intrinsic worth.

The third educational purpose of schools has to do with moral and civic development. Although we recognize that the development of moral and civic responsibility in the young is a task shared by a number of social institutions, including the family, religious organizations, and various civic agencies, society continues to look to schools to encourage development in these two areas.

Moral and Civic Development

Moral development and preparation for civic life constitute particularly important educational ends. Young people at school today are forced to consider many difficult moral issues and their consideration of such issues is made even more problematic by the diversity in social values that marks the society in which they live. They must learn to answer for themselves; for the future generation they represent, an array of ethical questions must be faced in the realms of social relations, science, technology, and medicine. Through education, they learn how individuals can reason clearly about vexing moral issues and choices, and what it means to act in morally responsible ways consistent with such reasons and choices.

Furthermore, through social studies, history, and other courses at school, youngsters learn something about the nature of the democratic system of government we enjoy. Here they learn that governments such as our own do not work well unless citizens recognize and act on their civic obligations to their communities, and that the preservation of democratic principles and institutions requires participation by citizens in community, regional, and provincial affairs. If participation in provincial life is based entirely on self-interest, we put at risk some of the most cherished qualities of democratic government.

The fourth educational purpose to which the school directs itself concerns individual development. Schools can and do encourage young people to develop a sense of self-worth, to find personal challenge in the world around them, to find satisfaction in their achievements, and to understand their own individuality. Within school classrooms, corridors, and playing fields, young people begin to define for themselves a meaningful role in life, a reason to work hard, and a sense of who they are. Sometimes their striving for individuality means that they conform more

Individual Development



closely to a peer culture than to an adult culture—that is all part of growing up. What is important is that within the social life of the school they learn that “to belong” does not mean that they must always conform to the group, that within all people are the roots of uniqueness, and that all are worthy of dignity.

Pressures to Expand the School's Social Responsibilities

Schools have gradually assumed other social responsibilities.

Over the past two decades, schools have gradually assumed other social responsibilities to do with the broad developmental needs of youngsters and the assumption of such responsibilities has led, in recent years, to considerable discussion and debate about whether schools should render such social services. Because the school organization, with its captive population, offers society its most systematic point of contact with youngsters, the school represents an ideal and efficient organizational structure by which to deliver a variety of health and other social services to young people. For that reason, there is an organizational imperative behind the school's expansion into the social domain.

There is also the factor of proximity. When a child is troubled or underfed, or if a child cannot benefit from schooling because of learning or other disabilities, it is the teacher, the other students, and the school who must live with these difficulties. The child, or the child's problem, will not simply disappear if untreated. So it is, therefore, in the interest of educators to deal with such problems—and, indeed, the educational profession itself attracts to its ranks those who are motivated by the idea of such social service.

When these two factors are put together, they help suggest why the school's social role has expanded in recent decades as family and other social structures have been destabilized in the wake of broader social forces. For many youngsters the school has become a haven, a place of stability and shelter in an otherwise turbulent world. The school, too, represents an opportunity for such youngsters to gain greater access to the social resources and support systems that are instrumental to any youngster's learning or general development.

Examining the School's Social Role

In its study the Commission paid no greater attention to any question than that of the school's social role. In addition to the careful examination of submissions on this topic, Commission staff met with representatives from government agencies, non-profit groups, school officials, and teachers, as well as others involved in the social care of the young. From such sources the Commission learned that schools confront formidable obstacles in providing extensive support services for youngsters. What we frequently heard was that if a child had a serious problem that fell clearly within the jurisdiction of a particular service agency, then that child's problem would be addressed. However, we learned that these agencies



typically define their own responsibilities in such a way that only extremely pressing problems, or problems described very narrowly, were likely to be addressed by them. Consequently, 'marginal cases' often fell between their jurisdictional boundaries.

We learned also that such agencies of government commonly understood that schools were already providing basic services such as counselling, speech and language therapy, mental health services and, even in some instances, social workers to find foster care placements, and that such 'marginal' cases would no doubt be attended to by the school. In other words, what we believe has happened is that some of these agencies, all of which operate within their own resource limitations, have defined their own responsibilities in ways that require the school to assume a greater social service role.

The Commission is concerned with the school's willingness to address the full range of problems children encounter. Schools, it must be recognized, face certain significant limitations in providing specialized services. First, using school funding to provide expensive ancillary services creates a drain on resources intended for children's education. Second, educators, in the main, do not have the proper training required to develop and implement many social service-type programs. Third, properly trained senior professionals are not usually available in school systems to supervise the design, delivery and evaluation of many specialized services. So, educators are left with a complex problem. On one hand, schools have agreed in recent years to provide a far wider range of services than they traditionally supplied. On the other, the quality of that service is not generally guaranteed, because of the school's inability to develop and supervise these services.

Problems associated with providing social and educational services for disadvantaged children, or for those with special needs, either chronic or acute, are not unique to British Columbia. Jurisdictions throughout North America face similar problems and have sought resolution in different ways. One strategy which promises to be useful is to create greater opportunities, and requirements, for local communication among the representatives of the various social services to ensure that youngsters' needs are being addressed at the local level. A problem which severely limits the effectiveness of existing interministerial committees is that they have neither a budget to pay for services nor binding authority to act, and, consequently, their decisions and recommendations do not necessarily produce action. Also, no formal mechanisms presently exist for the resolution of disputes when children or their families feel that adequate services have not been rendered.

The Commission advises the public schools to define their roles in narrower terms than they do now. To expect the school to satisfy all but the most severe social and developmental needs of the young is to weaken, in fundamental ways, its ability to discharge its primary educational objectives. This simply cannot be allowed to happen.



A narrow social role for schools means broader responsibilities for other agencies.

A narrow social role for the schools obviously necessitates broader responsibilities for other agencies. Moreover, the school's ability to achieve its educational purpose will continue to depend on how well various social services agencies address the developmental needs of children in a concerted manner. As a society, we cannot allow children to be denied the opportunity to develop as fully capable adults. Nor can we, as a society, turn our backs on our moral responsibilities to provide such opportunities. Nevertheless, as educational institutions, schools simply cannot be held responsible for meeting all the social needs of children in order to help them grow into fully capable adults. The school, of course, can and, perhaps, should remain organizationally the centre where such services are coordinated and delivered; it must not, however, be made responsible for the provision of such services.

The Commission also emphasizes that neither the provincial school system nor the helping agencies of government should usurp in any way the *a priori* rights and responsibilities of parents and the family in providing for the overall care of the young. The family remains the most instrumental social institution to provide for the needs of children. The interventions of other institutions in children's lives, such as social service or other public agencies, should occur only when the family proves unable or incapable of providing the necessary social resources to which children are entitled as full members of this society.

5. The Curriculum



Any considered review of curriculum is challenged initially by the task of definition. For its purposes the Commission viewed the curriculum as a number of related subjects, each directed toward both the acquisition of knowledge and the development of abilities and attitudes. In refining our conceptual framework we identified two dimensions to develop our views: (1) Stages of the Curriculum—Early, Middle, and Late; and (2) Perspectives on the Curriculum—Intended, Implemented, and Attained.

The Early, Middle, and Late Stages refer to curricular modifications which reflect developmental changes in learners as they mature: for example, as students progress through school, the degree of complexity and abstraction of learning tasks and the amount of autonomy and responsibility expected of them will increase. The Intended Curriculum is the curriculum as it is defined in official publications, regulations, textbooks and supplementary materials, and curriculum guides. The Implemented Curriculum is the curriculum as it is interpreted by teachers and brought to life in their classrooms. The Attained Curriculum refers to the outcomes of schooling.

Because the stages of the curriculum relate to developmental changes in the learner, we examined how such developmental notions were organized in the provincial curriculum as it now exists. Current kindergarten programs stress experiential learning, building on the base of the child's personal experience. The elementary school curriculum focusses on basic skill development and knowledge acquisition and emphasizes the language arts. The junior secondary grades maintain constant course requirements but, through an increasing choice of elective subjects, students can explore some subject areas beyond the basic subjects. Senior secondary curriculum retains a small core of constant courses but provides alternatives in course selection specifically to prepare students for their entry into the work force or further education and training.

Though some difficulties were experienced in determining what was actually taught, the Implemented Curriculum exemplified to the Commission the professionalism of teachers as they shaped the Intended Curriculum in accordance with the needs, interests, and abilities of their students. Two practices—semester systems and streaming—were examined by the Commission to show how the external factors of instructional organization can influence, often in negative ways, the nature of actual instruction and the Implemented Curriculum. Reference was also made to student performance in British Columbia schools. Data collected through both provincial and international assessment and examination programs indicate that our students have fared very well in comparison to their counterparts in other parts of Canada and the United States.

The Commission noted that, at present, curriculum development and implementation processes are highly centralized through Ministry of

Stages of Curriculum

Our students fare very well in national and international assessments.



Education programs. Review and revision cycles for provincial curriculum have been established but are disrupted at times by political decisions about new program initiatives. Implementation activities organized by the Ministry are relatively limited and do not appear to significantly affect what happens in classrooms.

As a footnote to this review of current curriculum perspectives, the Commission registers its concern about the number of students who leave school early. The educational system—and society it represents—should not be prepared to tolerate a situation in which approximately 35% to 40% of the students who enter Grade 9 fail to meet Grade 12 graduation requirements.

To provide better service to British Columbia students, significant changes must occur in the character of school programs and in the way they are delivered to the classrooms. If curriculum and instruction are to be responsive to the developmental needs of learners then change must begin at the school entry level. Children must be assessed and directed to programs best suited to their levels of development, and school districts should make available a range of different settings designed to accommodate children at varying stages of development. To provide for the wide range of developmental needs, flexibility must be increased in the primary years; the curriculum must facilitate flexibility and responsiveness by removing the rigid structural constraints of the grade system.

School Entrance

The vital importance of the pre-school years in creating the social capital or resources needed for school success is further acknowledged by the Commission. The Commission urges the provincial social services ministries to initiate an examination of the issues in this area and to provide the facilities, resources, programs, and services which will recognize pre-school and child care as social and economic priorities for Canadian families.

The Commission recommends:

1. That developmental criteria, rather than chronological age, be used in selecting the educational placement of children entering school.
2. That the provincial government and local school boards introduce legislation and policy changes to enable schools and school districts to establish ungraded primary divisions.



The Commission envisions both a restructuring of the curriculum and a change in the attitudes of those who activate the curriculum for Grades 1 to 10. During this period of schooling, the curriculum should be made common to all students and should address learners' needs as well as those of society. The over-arching goal of what we see as the Common Curriculum is the preparation of students for the roles they will play in their adult life. More specifically, we intend the Common Curriculum to focus on developing student knowledge, abilities, and attitudes so that young people can become knowledgeable, critical thinkers who are positively disposed toward learning and who have a sense of their own value as individuals in our society.

The Common Curriculum: Grades 1 to 10

The Commission envisions a restructuring of the curriculum.

The Commission recommends:

3. That the Ministry of Education develop a Common Curriculum for all students in Grades 1 to 10. Further, that the Common Curriculum include the following four categories of subject matter:

- (1) Humanities (English, Social Studies, French as a Second Language);
- (2) Fine Arts (Music, Visual Arts, Theatre, Dance);
- (3) Sciences (Mathematics, General Science, Technology); and
- (4) Practical Arts (Physical Education, Industrial Education, Home Economics, Lifespan Education).

The *Humanities* category includes English, Social Studies, and French as a Second Language. English should engage students with language in its various modes—reading, writing, listening, and speaking—in conjunction with worthwhile content. We believe that language development should be part of everything students do in school.

Social Studies in the Common Curriculum should focus on investigating patterns and relationships among people in society and in their physical, cultural, political, legal, and socio-economic environments. Students should be encouraged to read about and discuss past and current issues; to question past events and to make predictions based on present information and evidence; and to relate what they are studying to their personal worlds. The study of French as a Second Language should emphasize meaningful language use and practice. Including French as part of the Common Curriculum from its outset, reflecting the national policy of bilingualism, will help students to acquire language proficiency and appreciate the value of learning a second language.

Fine Arts, which includes Music, Visual Arts, Theatre, and Dance, should foster creativity and provide youngsters with alternative modes of thinking. Music, for example, should develop the ability to perform, create, and understand music. Visual Arts should integrate the study of art



production, aesthetics, art in society, and art history. Theatre should provide for informal drama enactment as well as for more formal dramatic interpretations. Dance should emphasize communication through movement, and how to understand and engage in expressive movement.

Mathematics forms the foundation for the *Sciences* category of the Common Curriculum. Emphasis should be placed on understanding what arithmetic operations mean and why they are to be employed, estimating and judging the reasonableness of a solution, and dealing with elementary notions of probability and uncertainty. The approach should be integrated, including topics from algebra and geometry as well as from traditional arithmetic. New mathematical concepts or techniques should be introduced in such a way that they reflect real situations where such concepts are employed. The study of science should encourage participation in scientific inquiry by drawing on concepts and processes inherent in the disciplines of biology, chemistry, and physics. It should present students with opportunities to engage in discussion about relationships within the sciences themselves—and among the sciences, technology, and society.

The fourth curriculum category, *Practical Arts*, encompasses several of the more traditional program areas as well as the emerging lifeskills. Physical Education constitutes a daily part of the Common Curriculum, emphasizing fitness and wellness rather than competitive athletics. Industrial Education shifts in focus from developing student awareness and familiarity with the use of tools, materials and technological processes to providing opportunities for students to employ different technological applications and to engage in activities allowing them to create, design, and construct. Home Economics study should focus on the family and prepare students for family living by engaging them as active learners in inquiry and reflection. Studies in Lifespan Education should be designed to capitalize upon students' experiences and everyday activities as a way of promoting the development of critical reflection and self-awareness. Such studies will include nutrition, personal health, family life, career awareness, and citizenship as well as safety and the use of leisure time.

A long-standing and primary function of schooling is to introduce students to the values, principles, standards of conduct, and moral beliefs which characterize and guide society; moral education in the public schools, in the Commission's view, should emphasize the principles of social justice throughout all curricular and extracurricular activities.

The Common Curriculum also has implications for instructional organization. The framework presented here seeks to integrate the curriculum by illustrating how all subject areas are linked toward developing the same set of abilities and how all are directed toward preparing students for their future roles in life. A major source of instructional tension in British Columbia classrooms has been the lack of congruence between the traditional system of placement in grades and the reality of human



variability. To correct this, schools should experiment with various cross-grade groupings of students and recognize that some students take longer to complete certain learning requirements than others. Research evidence clearly shows that all students benefit when they are grouped heterogeneously and when peer tutoring or cooperative learning practices are employed. The interdisciplinary approach used by many teachers in the lower grades is also endorsed by the Commission and we advise that this teaching approach should be encouraged throughout all the years of the Common Curriculum.

Schools should experiment with cross-grade groupings.

The Commission recommends:

4. That throughout the years of the Common Curriculum from Grades 1 to 10:
 - (1) teachers use an interdisciplinary approach in their teaching;
 - (2) teachers instruct in a minimum of two different subject areas and work in interdisciplinary teams, at any given grade level;
 - (3) the Ministry of Education develop and distribute curriculum documents which provide examples of interdisciplinary relationships and articulation among subjects, and between course content and the life experiences of learners;
 - (4) faculties of education develop methodological courses which emphasize and facilitate these integrative instructional approaches.
5. That on an experimental basis school districts and schools provide learners, in keeping with their needs, interests, and varying rates of development and achievement, with access to multi-grade and/or cross-grade classroom groupings, and assess learner progress individually.

The need for greater choice within the curriculum was cited often in submissions to the Commission. To reduce the element of sameness which can result from the dominance of the prescribed provincial curriculum, we envision more opportunity for locally developed programs as a means of promoting flexibility and responsiveness on the part of the system in meeting the interests and abilities of learners.

The Commission recommends:

6. That the Ministry of Education limit its prescription for the Common Curriculum of Grade 1 to 10 to no more than 80% of the available instructional time. Further, that school districts provide locally developed programs for the remaining school time.



Completion of the Common Curriculum should give students a level of acquired knowledge, skills, and attitudes to move on to programs that lead to either a chosen career or further education. We believe this accomplishment should be recognized in an official, tangible manner by the Ministry of Education.

The Commission recommends:

7. That the Ministry of Education award each learner who has successfully completed the Common Curriculum for Grades 1 to 10 an official certificate of entitlement to an additional two years of secondary education. Further, that eligibility for the certificate be determined by the local school on the basis of criteria established by the Ministry of Education.

Students benefit from a strong sense of identification with their school community.

Throughout the Common Curriculum years we believe that students benefit from a strong sense of identification with their school community, and especially with the adults in that community. It is important that a supportive environment be established and that students feel a sense of identification with a caring adult in the school and with fellow students.

The Commission recommends:

8. That, in each year of the Common Curriculum of Grades 1 to 10, all learners have access to a teacher advisor or mentor.

Grades 11 and 12

In the Commission's view, no area of the school program requires as much attention or reform as does that of the senior secondary school. Historically, we have had great difficulty in designing and implementing a secondary school curriculum that is relevant and appropriate for all students. A core program that is designed to respond to the needs of all future citizens in a changing society, not merely to the minority of university-bound students, requires high priority in implementation. We see that core program including English, both language and literature, in Grades 11 and 12; Social Studies with world history and issues in one year and Canadian history and citizenship in the other year; and a course in Science, Technology, and the Environment in which topical matters could be studied in depth. Physical Education should also be a core component, as it develops understanding of physical and health concepts as well as forming positive attitudes towards health and physical fitness.

In addition to the compulsory core subjects, students should be able to choose from a variety of electives based on both the entrance requirements of post-secondary institutions and the principles of the Common Curriculum. It is our expectation that a majority of students will continue to choose a program of general academic education which preserves for



them the ability to pursue a variety of post-secondary options including university entrance.

But great attention should also be paid to the area of alternative programs. Many secondary schools currently offer a limited number of programs in the skilled trades as well as in business and in human resources. The Commission considers that such programs offer genuine alternatives to students and should, where feasible, be expanded. We wish to stress the work experience component of such programs and suggest that this component be extended and intensified. The larger challenge for the provincial system is to establish other career paths without introducing rigid streaming by academic ability, watered-down courses, and dead-end occupational programs—all of which result in the reduced expectations that so often characterize alternative programs.

Our proposal, then, is to have programs that are different in kind but equal in status to those of the common core. This task will not be easy to accomplish, and will require great cooperative effort and institutional flexibility.

The Commission recommends:

- 9. That, for the short term, existing secondary school graduation requirements be re-examined by the Ministry of Education with a view toward expanding student choice in course selection leading toward graduation.**
- 10. That when the recommended core program of English, History, and Science, Technology and the Environment is introduced in Grades 11 and 12, secondary school graduation requirements include successful completion of each core subject in addition to those subjects that are required for specific post-secondary or career programs.**

We have indicated that our vision of the secondary school programs places a premium on institutional flexibility. As indicated earlier, we believe that every person in British Columbia has the right to two years of publicly financed education beyond completion of the Common Curriculum. The Commission expects that most students will proceed through 12 years of schooling sequentially, without interruption, as they do now. However, the adoption of such an entitlement principle may immediately open up various alternatives to enhance student choice. Students, after successful completion of the Common Curriculum, could enter approved career education programs offered by business colleges, vocational and trade schools, and junior colleges, or enter approved apprenticeship or employment internship programs. It would also make it possible for students who had interrupted their formal schooling in order to work or

Education Entitlement



travel, to return to their education without penalty. One possible result of the entitlement proposed by the Commission is that it might encourage a greater number of adults to return to school to complete their education.

Completion Requirements

If various alternative programs are to exist and are to meet the diverse needs of learners at all ages, then graduation requirements must be made more flexible. In addition to the core subject areas, students should also satisfy completion requirements for the particular program in which they are enrolled. We see the extension of Grade 12 provincial examinations beyond the core component to those subject areas in alternative programs where the subject lends itself to those kinds of external evaluations.

The Commission recommends:

- 11. That provincial Grade 12 examinations be extended to all subject areas and that those examinations count for one-third of the student's Grade 12 marks.**

Lifelong Learning

Curricular changes will enhance the pursuit of lifelong learning.

The restructured secondary program reflects learning and organizational principles inherent in the concept of lifelong learning. Learning how to learn and self-directed learning, the Commission believes, will be brought to life throughout the Common Curriculum. We suggest that curricular changes outlined in our concept of the Common Curriculum and secondary school core program, in conjunction with our expectations for instructional change through interdisciplinary and cross-grade teaching, will enhance the individual's pursuit of lifelong learning.

The Commission recommends:

- 12. That the Ministry of Education, school districts, and schools, in planning and delivering educational programs, incorporate the concept of lifelong learning, so that learning experiences:**
 - (1) relate to an individual's lifespan;**
 - (2) are characterized by open access to learners of all ages;**
 - (3) cater to the widest range of learner interests and needs; and**
 - (4) involve the shared resources of all agencies concerned with education.**



The present provincial framework for the curriculum cycle involves processes of planning, development, implementation and evaluation. This framework provides both a conceptual and an operational model for effective program delivery under the authority of the Ministry of Education. With an expanded mechanism for general communication and coordination in the area of educational programs and services, a reduction in program initiatives originating in the broader political and social context, and some Provincial Learning Assessment Program, we believe this cycle can be effective.

Curriculum Development and Evaluation

The Commission recommends:

13. That, with respect to curriculum development, revision, and implementation in the province, the Ministry of Education:
 - (1) emphasize smaller, more frequent curriculum changes;
 - (2) relate such revisions to the continuing Provincial Learning Assessment Program; and
 - (3) provide the budgetary resources required for a systematic implementation of curriculum changes.
14. That the goals of the Provincial Learning Assessment Program be reformulated to concentrate on the provision of annual data on student achievements (knowledge, abilities, attitudes) in each of the basic subject areas.

We identify extracurricular activities as an important part of any discussion on curriculum. Activities organized at school outside the regular program offer excellent avenues for expanding children's opportunities to engage in meaningful and diverse experiences, provide schools with additional means to respond to and recognize the individual differences among learners, and contribute generally to a positive atmosphere throughout schools. It is clear that extracurricular programming in British Columbia is a major supplement to the regular curricular experiences of thousands of students. It is also evident that this vital part of the education process is not equally accessible to all. These reasons strongly support the argument for more specific financial provisions for extracurricular programs in provincial schools.

Extracurricular Activities

The Commission recommends:

15. That the Ministry of Education include in the funding allocations to school districts a specific category for extracurricular activities, for the purposes of:
 - (1) recognizing their relationship to, and enhancement of, formal learning experiences of youngsters; and
 - (2) ensuring equitable access to such activities for all learners.



6. The Teaching Profession



The Commission acknowledges the fundamental place of teachers in the learning environment. Their relationship with children and parents is by far the most important and critical one in education.

We note that the profession is better qualified than ever before, with over 80% holding at least one university degree. We note, too, that the teaching force reflects in its composition the very limited employment opportunities of the recent past, in that there is an aging teacher population with few young teachers who have recently entered the system.

Teaching has always been a complex and demanding activity but never more so than today. Society has changed substantially. The boundaries of knowledge have exploded and many of the basic tenets of teaching and the values that traditionally supported them can no longer be taken for granted. In addition, the provincial education system bears the scars of an often bitter conflict that has raged far too long. An urgent need exists to address the question of teaching as a career and the status of the teaching profession. We need to attract to it the best and brightest of our young people if we wish to make full use of the great intellectual resources that lie within British Columbia. Teaching's many worthwhile attributes and rewards need to have their value restored in the eyes of the public and potential teachers.

The Commission recommends:

1. That the Ministry of Education, in cooperation with the major educational organizations of the province, initiate and maintain a program designed to raise the status of teaching as a career.

Despite the fact that we have a pool—and some calculate that it is a fairly large one—of unemployed teachers in British Columbia, we will soon face a teacher shortage as the “echo” of the baby-boom generation resonates in the system. Primary grade enrolment is already increasing and, without considering any changes in the pupil-teacher ratio that may result from collective agreements, we estimate that 3,600 additional teaching positions will be needed in the next 10 years.

In addition to new teachers to meet the demand of increasing enrolment, replacement teachers are required annually to take the position of teachers who retire or leave the profession for other reasons. Based on our analysis, the Commission estimates that between 2,500 and 2,800 replacements will be needed over the same 10 years.

Provincial universities now produce about 1,200 teachers who enter the profession each year. Combined with the available pool of unemployed teachers, the Commission estimates that there will be an adequate

Teaching as a Career

The education system bears the scars of bitter conflict.

Teaching's worthwhile attributes must have their value restored.

Teacher Supply and Demand



The province will face an acute shortage of teachers by 1992.

supply of teachers until 1991-92, although specific subject areas might well exhibit shortages before then. After this time, the province will then experience an acute shortage of approximately 1,800 teachers per year—an intolerable situation. The Commission does not favour lowering entry standards of the profession or the mass import of teachers from out-of-province (if they are, in fact, available, given similar teacher shortages elsewhere), nor do we favour increasing the pupil-teacher ratio. Instead, this shortage must be met by providing provincial universities with the means to develop the necessary numbers and kinds of teachers needed during the next decade.

The Commission recommends:

2. That the provincial government provide the three public universities with the means to develop a co-ordinated provincial capacity to provide the numbers and kinds of teachers required throughout the next decade. That a tri-university committee be established and supported by government, and charged with a responsibility, in cooperation with the British Columbia Teachers' Federation, British Columbia School Trustees Association, the Association of British Columbia School Superintendents, and the Ministry of Education, to develop plans for meeting this demand for additional teachers.

Teacher Education

We cannot afford to employ teachers who are not well educated.

It may appear paradoxical to promote stricter entrance requirements and, at the same time, a more demanding teacher education program when we have just forecast a drastic shortage of teachers in three or four years' time. We do so, however, because we believe that the quality of those teachers must over-ride all other considerations and criteria. In this age of information and complex technology we cannot afford to employ teachers who are themselves not well educated and, thus, not well prepared to educate others. Toward this end, the universities need to examine possibilities for ensuring closer cooperation among faculties of arts, sciences, and education with the aim of ensuring that prospective teachers graduate with a sufficiently broad background in the liberal arts and sciences. And, finally, the Commission places high value on the extended practicum, and believes that supervision of this practicum should become a shared responsibility between the universities and the profession.



The Commission recommends:

3. That all teachers be required to complete a minimum of five years of initial teacher education, including an approved undergraduate degree.
4. That an extended practicum be required as a component of all initial teacher education programs.
5. That the three universities, in conjunction with the British Columbia Teachers' Federation and the College of Teachers, further develop and extend ways and means by which the involvement of practising teachers in working with student teachers is more formally articulated and rewarded.
6. That the three universities develop on-campus procedures which ensure closer cooperation among the faculties of arts, science, and education in facilitating and discharging responsibilities for teacher education.

In keeping with our recommendations on teacher education and preparation, the Commission believes that all teachers, regardless of where they teach, be current and competent in their areas of expertise. The requirement that all future teachers hold a suitable undergraduate degree implies that the Standard Certificate is, therefore, not a sufficient qualification for teaching.

The Commission recommends:

7. That the province cease awarding the Standard Certificate and that current holders of that credential be urged to complete degree requirements. Further, that the universities be provided with the means to deliver such degree-completion courses to all areas of the province.

It is quite apparent that teachers are concerned about their own professional development and they have expressed positive attitudes toward renewal as opposed to life certification. It is also likely true that periodic renewal of certificates as a measure of internal regulation would both reaffirm teachers' commitment to professionalism and result in enhanced public confidence and status afforded to teachers. The Commission believes that criteria for certification renewal should be formulated by the appropriate agency in such a way that, in keeping with our earlier statements on choice, alternatives are available by which the requirements can be satisfied.



The Commission recommends:

8. That the College of Teachers establish the requirements and frequency for the renewal of teachers' certificates.

Different standards between public and non-public schools cannot be justified.

The concerns raised about qualifications and certification of the teaching force are a direct reflection of the desire to have professionals with full credentials to assist in providing an appropriate education to youngsters. There seems to be no justification for different standards between public and non-public schools; any discounting of standards of excellence runs counter to a basic premise of the province's assurance of excellence in schools.

The Commission recommends:

9. That teachers in non-public schools be required to meet the same general certification criteria in force for public school teachers, and that any other credentials permitting them to teach in those schools be issued on a temporary basis and for a fixed term.

The First Year of Teaching

During our study, the Commission became concerned with the placement of teachers during their first year of teaching and the way in which they were inducted into the profession. While first-year teachers typically feel prepared for classroom life, they are frequently faced with unreasonable teaching assignments (excessive numbers of class preparations or disruptive classes, for example) and placed in situations where there is an insufficient response to their professional needs (ready access to instant and expert advice on the many problems they encounter for the first time during their first year of teaching). In order to ease the entry of the beginning teacher into the rigours of classroom life, induction programs, designed to provide more manageable rites of passage, are often suggested. Successful programs require the application of resources—both human and financial—and might involve more experienced teachers as mentors and formative evaluators, counsellors, and, perhaps, modified teaching assignments.

The Commission recommends:

10. That district-based induction programs be established cooperatively by school districts and teachers, and that they be characterized by special support services and carefully designed teaching assignments during the first year of induction.



Continued mastery in teaching requires the continual accumulation of new knowledge and skills. Professional development is essential to the maintenance and growth of quality in teachers and teachers must be supported in professional development activities. Continued professional development takes many forms—a return to the university environment, independent reading and study, district professional development activities, and distance education are among the possibilities. Among most important professional needs, teachers identify curriculum implementation, teaching design, student motivation, classroom management, and special education. The Commission holds that adequate professional development programs become a regular part of a teacher's continuing or life-long education, and that the British Columbia Teachers' Federation, as part of its continuing professional endeavours, assume the responsibility for these programs. Finally, the Commission wishes to draw attention to the particular problems in gaining access to professional development programs by teachers in many communities in the interior and north of this province. The observation that the opportunities for professional development vary widely across British Columbia is inescapable. Special measures need to be taken to improve this situation.

Teachers' Continuing Education: Life- long Learning

Opportunities for professional development vary widely across British Columbia.

The Commission recommends:

- 11. That the British Columbia Teachers' Federation initiate relevant programs of professional development aimed at the improvement of classroom instruction. That the funding formula of the Ministry of Education provide the means for school boards, in negotiation with teachers, to develop creative ways to make regular, extended periods of time available for such professional development.**
- 12. That special measures be taken to improve the availability of professional development programs in rural areas of the province, including consideration of summer study bursaries, travel grants, increased funding for professional libraries, support for university in-service activities in remote areas, and the establishment of regional professional development centres.**

Several issues related to the working environment and welfare of teachers were brought to the attention of the Commission during the past year. Although we developed views on those issues, and even drew conclusions in some instances, we made no recommendations. We feel that under the forms of existing legislation, teachers, through their local unions, and their employers can more properly address those issues through the collective bargaining process. We note here, some of those issues to provide an indication of the concerns raised.

The Working Life of Teachers



To move up in terms of salary, the teacher is required to move out of the classroom.

Class size was among the most frequently identified issues. Research findings on the effects of class size on achievement are, after four decades of examination, largely inconclusive. What seems to be the case is that it cannot be argued that smaller classes, by themselves, have a decisive impact on the quality of learning. Rather, it is the opportunity which smaller classes afford the classroom teacher for more varied instructional techniques and for more individualized and small group instruction.

Teacher compensation was another issue frequently brought to our attention. Ignoring salary levels, per se, which are properly part of collective bargaining, we noted two characteristics of the current structure of teacher compensation that warrant some mention. First, the present structure is highly compressed: the salary difference between beginning and fully experienced teachers is small. In effect, all salary gains exclusive of collectively negotiated increases are achieved in the first 12 years; teachers, therefore, 'top out' in their mid-thirties, with little or no prospect of salary growth beyond that point. To move up in terms of salary, the teacher is required to move out of the classroom and enter administration or leave the profession. Second, the present salary structure does not differentiate between highly gifted teachers and mediocre or marginal teachers of equal certification and seniority. This issue was often accompanied by some reference to merit pay. However, the Commission feels that there is no compelling evidence for the provision of additional remuneration in the form of merit pay.

A third issue raised during the Commission's work was the issue of teacher competence. School boards and teachers are both sensitive to allegations that the school system and the profession fail to dismiss incompetent teachers. Both recognize that school boards must protect our students from the effects of incompetence and that teachers must keep their professional standards high and protect competent teachers from unjustified criticism.

We note, too, the relationships between the British Columbia Teachers' Federation and the College of Teachers in this regard, as well as in other matters that have cross-jurisdictional implications.

Conclusions

Although we have dealt with teachers in this chapter, our major concern remains with the learners of British Columbia. The Commission believes that the better educated and more sensitive the province's teachers are, the more advantaged the learners become. It is in everyone's interests to attract the best people we can to the profession, and to retain such people to be mentors for our young. For the sake of high-quality teaching and learning, all those who play major roles in provincial schooling must work toward meeting these needs.

7. Financing Provincial Schools



In 1987-88, \$2.1 billion was spent on public education in British Columbia. This money was raised from general provincial revenues (approximately 40%), residential and non-residential property taxation (36%), home owner grants (13%), and miscellaneous minor sources. In turn, the monies were distributed, through a specific funding formula, to 75 school districts and 207 independent schools.

Although basic provincial and local divisions of authority date from 1872, the Commission's analysis has focussed on school finances within the provincial and local context over the last decade or so. Within this period marked shifts have occurred in the strength of the British Columbia economy, from growth to recession to recovery. These years also saw an increased public scrutiny of schools, a shift in public priorities from education to health services, and a decline in school enrolments, all factors making it difficult for education to retain a competitive position in securing public funds. This period has also been characterized by the introduction of two distinct financial systems through which the Ministry of Education allocates monies to school districts.

The basic principles governing the provision of financial resources are equity of tax burden, equality of educational opportunity, and cost effectiveness. Adequate funds must be raised in a manner that is fair to taxpayers. These monies must then be allocated so that reasonable standards of educational access and learner achievement are satisfied. The school system must then account, in some acceptable form, for both the funds received and the results achieved. These basic components of a sound funding system are described in detail in the Commission's major report and in the technical papers supporting it.

The Commission, in examining sources of revenue, looked closely at both residential and non-residential property taxation, as well as the Homeowner Grant. We also reviewed the tax-sharing ratios between the provincial government and the school districts. Each of these is discussed here in abbreviated form.

Although the use of personal property as a tax base is clearly not without its problems, the Commission recommends its continuance. Among available tax bases, personal property is clearly superior in guaranteeing some form of local control in education, and in terms of efficiency in administration, effectiveness in compliance, and neutrality in taxpayer behaviour. Moreover, eliminating this source of revenue would impose a heavy and impractical burden on other tax bases, including personal income, corporate earnings, and sale of goods.

Financial Dimensions

Scope of Analysis

Education Finance Principles

Adequate funds must be raised in a manner that is fair to taxpayers.

Personal Property Tax



The Commission recommends:

1. That the use of property taxation for school purposes be continued.

**Non-Residential
Property Tax**

Since 1982, the province has excluded non-residential property as a taxable source for local school authorities, a factor which engendered considerable negative input to the Commission from several school boards. The government sets rates of taxation for these properties, receives the money into general revenue, and redistributes the proceeds. From its analysis of the advantages and disadvantages of this new system, the Commission favours the current system on the bases that (1) the combined income from non-residential property, far from being universally and evenly distributed throughout the province, is redistributed to the school districts in the province in a more equitable manner, and (2) local control of the non-residential tax base can distort business investment and production decisions. It can also result in disproportionate taxes on local business and industries which are 'captive' to the municipality and school district.

The province should continue to set and collect the non-residential school tax.

The Commission recommends:

2. That the province should continue to set and collect the non-residential school tax so long as all tax proceeds raised from this tax base are redistributed back to the school districts through the fiscal framework.

Homeowner Grant

The Homeowner Grant, provided to British Columbians since 1957, provides lump-sum grants to reduce the property-tax liability of owner-occupied residences. The grant is designed to be first applied to current school taxes, with any remaining amounts available to offset municipal taxes. While compelling arguments cannot be made, conceptually, to support the Homeowner Grant, and while it does not, in essence, reflect defensible taxing principles, it is a politically popular and very visible form of tax relief. As well, the benefits of changing to other suggested models are not deemed to be worth the costs. The Commission agrees with those who brought it to our attention that grants are often used to reduce municipal taxes without regard to educational revenues. This is a practice which should cease.

The Commission recommends:

3. That no drastic changes in the principles and procedures underlying the Homeowner Grant are required at this time. Further, that a mechanism be found to return the unused portion of individual grants to the school districts.



In examining the distribution of funds to various school districts and schools, the Commission considered the questions of adequacy and stability of funding, as well as the nature of the structures in place to determine the funding levels.

The question of adequacy has been debated for years, ebbing and flowing with fluctuations in the economy, and often segmented in its focus upon particular programs of the school system. British Columbia's support for education, relative to that of other provinces, has fallen during the past decade, a factor clearly reflected in service levels. However, since 1976 spending on education in British Columbia has increased at approximately the same rate as growth in the provincial economy, although very unevenly. Regardless of the current spending levels, and the various perceptions about their adequacy, the Commission has identified areas where additional expenditures are necessary to provide for the school system the Commission envisions. Obviously, future levels of funding will depend upon the views provincial authorities hold about the adequacy of current levels and their response to the Commission recommendations.

We received many submissions which argued for a funding system which would be more stable and predictable than the present system and which would allow for long-range planning. We considered various methods of achieving these results, opting finally for a "block funding" arrangement similar to that employed in federal-provincial transfer payments, and linked, through appropriate indices, to the growth of the British Columbia economy.

We examined closely the "fiscal framework," the cornerstone of the present funding system, by which the provincial government establishes the recognized costs of the core education program for each district. It is a detailed and complex formula, with allocations to districts reflecting the somewhat differential costs incurred by different boards in different parts of the province.

Although the fiscal framework has been criticized for various reasons—inappropriate design, unrealistic cost factors, lack of true incentives to promote cost effectiveness, and distortion of local district priorities—educational officials have become accustomed to its presence. Its integrity has been enhanced by the government's willingness to review suggested improvements made by educational organizations. Given certain amendments, the Commission supports the continued use of the fiscal framework.

We do make a case and a strong plea for excluding references to teachers' salaries in the formula, despite their impact upon costs. School funding and collective bargaining are separate, and governmental spending formulae should not intrude on the collective bargaining process.

Provincial Operating Support

Spending on education has increased at about the same rate as the provincial economy since 1976, although very unevenly.

Government spending formulae should not intrude on the collective bargaining process for teachers.



The Commission recommends:

4. That the provincial government:
 - (1) replace the present system of calculating recognized costs with a block-funding formula;
 - (2) discuss the design of this formula with the major provincial educational organizations; and
 - (3) retain the formula in place for a period of five years.
5. That the government remove all references to teachers' salaries from the funding formula.
6. That the fiscal framework be used as part of the funding formula to set relative funding levels for districts.
7. That the Fiscal Framework Review Committee :
 - (1) continue to study and recommend structural changes to the fiscal framework, and
 - (2) pay particular attention to simplification and necessary restructuring of the formula, particularly those functions related to operations and maintenance.
8. That the provincial government not use the fiscal framework to counteract bargaining outcomes.

Provincial-Local Sharing

The grant allocation generates differences in the tax rates among districts for the wrong reasons.

The Commission, in examining the degree to which the tax burden is shared between the provincial authority and local school districts, again opted for the status quo, with some essential amendments. We concluded that the practice of varying provincial grants according to local need and local ability to pay is a well entrenched feature of education finance and should be retained. We also believe that a decision to move away from a standard basic tax levy was sound. Assessed property values are not an ideal measure of ability to pay, and the funding system should accept some variation in tax rates to support the core program. The concept of a minimum grant is defensible. But there are some flaws in the precise sharing formula which need correction. Principal among these is that the grant allocation system generates differences in tax rates among districts for the wrong reasons—because of cost differences and not variations in ability to pay. This accounts for sharp differences in tax rates between districts in the same region of the province, a circumstance which calls for a revision of the formula.



The Commission recommends:

9. That, in establishing the ratio of sharing school costs between the province and school districts, the provincial government continue to recognize distinct local revenue-raising capacities. Further, that the principle of equity of tax burden be retained.
10. That the provincial government re-design the sharing ratio to ensure that:
 - (1) districts with similar capacities to raise revenue levy similar tax rates to support the 'core' program, and
 - (2) districts with higher recognized per-pupil costs should not be expected to levy higher tax rates.
11. That the provincial government derive a new index of revenue-raising capacity that will generate more evenness in taxes paid by the average homeowner in each district.
12. That any proposals for change to provincial-local district funding arrangements be a matter of consultation with major provincial educational organizations before they are introduced.
13. That the mandate of the Fiscal Framework Review Committee be expanded to include periodic review of the provincial-school district sharing ratio.

The Commission notes with considerable concern the uneven and unpredictable pattern of capital spending approaches in evidence over the past ten years. With the deteriorating condition of the large number of schools built in the immediate post-1945 period, and in view of the anticipated increases in student enrolments predicted for the next decade, capital spending levels are inadequate in spite of recent improved allocations. Approvals need to be restored to levels which allow for adequate funding of ongoing maintenance, upgrading, and replacement of facilities, and for anticipated new construction. As with general funding, we appeal for greater stability and predictability. Decisions to ensure adequate function and safety can only be made in a fiscally prudent way if school boards know what their capital approvals are to be for the foreseeable future, and not merely for the current year.

Provincial Capital Support

Capital spending is inadequate in spite of recent improvements.



The Commission recommends:

14. That the Ministry of Education restore capital spending approvals to a level adequate to fund the ongoing maintenance, upgrading, and replacement of facilities and major equipment in the school districts of the province.
15. That the Ministry of Education, to ensure greater stability and predictability in capital funding, move to a system of multi-year capital approvals.
16. That the Ministry of Education and school districts develop a special program to respond to the deteriorating condition of the large number of schools built in the immediate post-1945 period.
17. That the Ministry of Education amend, in consultation with the school districts, the formula for sharing capital costs to bring it closer to the formula used for setting operating grants.

Accountability

Those who are responsible for educational services should be accountable to those who support them.

The Commission believes, in keeping with cost-effective principles, that the people and agencies who have assumed responsibility for educational services should be accountable to those who support them. Public schools are thus accountable directly to school districts which are, in turn, accountable both to taxpayers within the district and to taxpayers-at-large in the province through the Ministry of Education.

Accountability may be divided into two categories, procedural and consequential. The former relates to the processes of administration and the latter to the outcome of these processes.

Procedural accountability includes financial accountability (the requirement to provide a complete and accurate financial accounting of the use of public funds) and compliance (the requirement to comply with the various statutes and regulations). The Commission observed that appropriate measures under both of these headings are in place at the provincial level through the Auditor General. At the school district level, school officials submit audited financial statements to the Ministry of Education. Although there is no formal compliance reporting by, or compliance auditing of, school districts, current management systems ensure due regard to compliance with statutory and regulatory directives.

Consequential accountability, a more complex and difficult undertaking, includes efficiency (the ratio of resources to some standard output or activity such as the number of students), effectiveness (the extent to which the objectives of publicly funded programs have been achieved), and cost-effectiveness—the linking of a measure of effectiveness (such as the number of school graduates continuing to different types of post-secondary education) to efficiency (such as cost per student). Less



evidence of this form of accountability is available. The public gains only a restricted view of what it receives for the resources it devotes to education.

In part, the reason for this apparent deficiency can be traced to the limited reporting of available information. Schools, for example, have traditionally seen the main target of such information as the parents, principally through report cards sent to the home and through school-based activities that engage the immediate school community (such as parent nights and parent advisory committees). At district and ministry levels, important consequential measures include the provincial learning assessments at Grades 4, 7, and 10, the Grade 12 provincial examinations, and the external accreditation of high schools every six years. Full results from these indicators are reported mainly to professional and elected educational officials. Taxpayers with no children in school, who as a group comprise approximately 70% of all taxpayers, receive only limited results.

Moreover, the measures described above are generally measures of educational outcome; links to measures of efficiency are rarely made in terms that allow public assessment of cost-effectiveness. As with other social programs, the Commission notes, procedures for relating effectiveness and efficiency measures in clear and unambiguous ways are complex and difficult to execute. Nor should we forget that only some educational outcomes lend themselves readily to analysis of cost-effectiveness; others of great value do not. The results of a good education are not always immediately apparent, nor do they necessarily show up on a balance sheet of inputs and outputs.

From the public's point of view, and its embodiment in the view of provincial authorities, improved accountability by districts is necessary. From the districts' point of view, persuasive representation of 'value for money' would enhance their prospects of attracting adequate and stable funding in a climate of fierce competition for public resources. It remains true that accountability is not an end in itself, and must be approached in a pragmatic, developmental way consistent with feasibility. There is clearly no point in requiring districts to spend so much time being accountable that they have no time to do anything to be accountable about!

Considerable obligation also exists for those who receive accountability information to use it, and to use it in a way which provides suitable incentives to those held accountable. It would, for instance, be perverse to establish and act on the basis of performance measures which failed to capture the primary objectives of the activity measured, and drove teachers to teach to the performance test rather than the intended (but unmeasured) larger task. It would be equally inappropriate to require information on value for money and yet continue funding in a manner unrelated to demonstrated performance.

The results of a good education do not always show up on a balance sheet.



The Commission recommends:

- 18. That the Ministry of Education, school districts, and schools take steps collaboratively to improve their accountability processes. Further, that in doing so, the following suggestions made to the Commission be considered:**
- (1) the development of outcome measures related to established educational objectives;**
 - (2) the establishment of methods for relating outcome data to financial data and use of resources; and**
 - (3) the initiation of improved and more extensive means of periodically communicating such data to constituents.**
- 19. That the Ministry of Education support district accountability initiatives with increased financial resources and expertise.**

Management structures, systems, controls, and practices appear to be well designed to serve procedural accountability, and, to some extent, the value-for-money question of economy in purchasing. However, they do not serve the broader value-for-money issues of efficiency, effectiveness, and cost effectiveness as well as they might. The absence of planning mechanisms and approaches to collecting—far less reporting—data on costs and educational outcomes is particularly apparent; the Ministry of Education should work consultatively with districts to ensure that improved management systems are designed and implemented in all districts, with particular attention to reporting to the Ministry and the public.

8. Support Systems for Learning



This chapter is about governance and decision-making, about stating purposes and choosing directions, about leadership. Inevitably, therefore, it is about people: those in positions of authority and responsibility in the school system. Under this heading, we also address a number of important matters which appeared episodically as we considered learners, teachers and the curriculum; these are issues that demand the attention of people who shape policy and make decisions.

Governance and administration without vision create bureaucracy without a sense of purpose. The wheels turn but make no contact with the road. The education system in this province needs to develop a sense of purpose to chart the way and to inspire people while doing so. And that purpose must be apparent at all three operational levels in the system—the provincial level, the local district level, and the school level.

Inherent in the three following recommendations is a process of cooperation and involvement among the major provincial organizations with special interests in schooling. This province has seen enough conflict. The system can do nothing but benefit from the establishment of structures that involve those with legitimate interests working together for the sake of learners.

The Commission recommends:

1. That the Ministry of Education establish, by statute, an Education Advisory Council, which would meet quarterly to discuss matters of significance respecting British Columbia's system of education. That membership include representation from each of the following organizations, such persons to be named by those agencies: British Columbia School Trustees Association; British Columbia Teachers' Federation; Federation of Independent Schools Association; the university community; Association of British Columbia School Superintendents; British Columbia Principals and Vice-Principals Association. Further, that the council include representation from each of the following segments of the British Columbia society: students, parents, the business community, the labour community, and the arts and scientific communities.
2. That a Provincial Curriculum Committee be established, as a standing committee of the Education Advisory Council, for the purpose of advising the Minister of Education, through the Education Advisory Council, on matters affecting curriculum development, implementation, and evaluation. That membership include representation from the Ministry of Education, British

A Sense of Purpose

Consultation and Cooperation



Columbia School Trustees Association, British Columbia Teachers' Federation, the university community, students, parents, business, labour, and the arts and scientific communities. Further, that the Committee be granted authority by the Education Advisory Council to establish ad hoc specialist sub-committees necessary to complete its tasks.

Parents

Parents are the most important people in the consultative process.

The Commission believes that the most important people who should be represented in the consultative process are parents. Theirs is a natural interest and they wish to be involved, not necessarily in the active governance structure but in an advisory capacity to school authorities and school districts.

The Commission recommends:

3. That each of the 75 school districts of the province adopt policies and procedures which provide for a designated role for parents and other community members through membership on parent-community advisory committees at the district level and at each school within the district.

School District Leadership

School district operations need greater organizational clarity.

Many submissions stressed the importance of local control in schooling, so that decisions are made by people who are close to the action. We concur with that view and see no reason to change the present system of elected school boards. However, as administration becomes more complex and decision-making more crucial, we see the value of continuity in the length of service for school trustees and indicate a method for achieving this.

It is predicated upon the belief that (1) the possibility of a complete change over of board membership at an election is potentially disruptive; (2) the people need to express their will regularly; and (3) trustee resignations should be dealt with in a smooth, routinized way.

The Commission recommends:

4. That the term of office for school trustees be four years, with approximately one-half of the board elected every two years. Further, that a by-election be held on each election date to fill any vacancy created by the resignation of any trustee unable to complete a term.

We see a need for greater organizational clarity in school district operations, given that recent legislation has created new levels of administrative officers responsible through the superintendent of schools to the school board within a district. The Commission believes, for reasons of accountability and precision, that school systems are best served by the



appointment of a single chief officer who is the prime technical advisor to the board, the principal executor of board policies and procedures, and the chief manager of all school district staff. At the same time, we note that the tenure of senior administrators is clearly at risk where they are required, by allegiance to their clientele and through the knowledge they possess, to make recommendations which some members of the board find threatening or incompatible with their preferences. We believe this can be avoided by establishing procedures to maintain fair employment relations for those who serve school boards.

The Commission recommends:

5. That there be a statutory requirement that every school board appoint a Superintendent of Schools as Chief Executive Officer and a Secretary-Treasurer as a corporate and financial officer responsible to the Superintendent.
6. That provisions be made to regulate employment relations between a school board and its central-office appointed officials, so as to include conditions for regular evaluation and due process, and that the wording of such provisions be prepared in consultation with the British Columbia School Trustees Association, the Association of British Columbia School Superintendents, and the British Columbia School District Secretary-Treasurers Association.

The Commission wishes to underscore the critical role which school principals have in the educational system; they are the critical on-site co-ordinators of physical and human resources and the implementers of provincial and school district policies and procedures within the purview of the local community, parents, and students. Everything we said respecting board relationships and contractual arrangements with central district office staff applies equally when considering the leadership function of principals.

The Commission recommends:

7. That school districts afford each school principal maximum flexibility in determining how funds allocated to the local school may be spent.
8. That provisions be made to regulate employment relations between a school district and its principals and vice-principals so as to include conditions for regular evaluation and due process; and that the wording of such provisions be prepared jointly by the British Columbia School Trustees Association and the British Columbia Principals and Vice-Principals Association.



We strongly support the continuance of elected school boards.

Following our analysis of the presence (or indeed the absence) of intermediate governing units, the Commission strongly supports the continuance of elected school boards. In our view, this system of intermediate governance of education through publicly elected boards of school trustees, is appropriate for the school system in this province. The structure is responsive and accountable to its immediate environment, allows for ready recourse and redress, assures regional implementation and supervision of essential provincial programs and initiatives, permits the promotion of local adaptations, allows for direct parental involvement, and is able to mediate, close to the scene, socio-economic and value differences existing in the region.

The Commission recommends:

9. That the present system of elected school boards be retained.

Issues of Accessibility

The remainder of this section is devoted to seven very compelling circumstances in British Columbia which relate directly to the provision of an accessible educational system in British Columbia. They have been chosen by the Commission as worthy of special elaboration and attendant recommendations. In order, they are:

- (1) educational inequality in rural and isolated areas;
- (2) provision of non-public schooling;
- (3) accessibility to home schooling;
- (4) the education of First Nations children;
- (5) accessibility for learners to non-instructional support services;
- (6) accessible programs for special needs children; and
- (7) providing appropriate opportunities for female learners and graduates.

Educational Inequality in Rural and Isolated Areas

The problem of ensuring equal opportunity has vexed school authorities.

Many submissions received by the Commission spoke of challenges to education caused by the province's vast and formidable geography. The problem of delivering equal school services and ensuring equal educational opportunity across mountains or sea and in areas with thinly scattered populations is one that has continually vexed provincial and local school authorities. Today, at a time when new kinds of employment are replacing British Columbia's traditional reliance on resource industries, all students, regardless of where they live, require access to sound school programs and post-secondary opportunities. Related to the provision of these programs and opportunities are the serious difficulties some school districts, particularly in the northern regions of the province, experience in attracting and retaining teachers. Likewise, of concern to the Commission are the financial problems students from rural and



remote areas face in attending post-secondary institutions. Time after time, the Commission was reminded about the seriousness of these issues, and their impact upon the morale of students, parents, and teachers in rural areas.

The Commission recommends:

10. That the Ministry of Education convene an ad hoc committee composed of representatives from British Columbia School Trustees Association, British Columbia Teachers' Federation, Association of British Columbia School Superintendents, British Columbia School District Secretary-Treasurers Association, and the Ministry of Education to promote the recruitment and retention of competent teachers in rural and remote school districts. Further, that this committee consider the following suggestions made to this Commission:

- (1) The extension of pilot programs designed to train teachers from, in, and for rural and remote areas;
 - (2) The provision of substantial bonuses for effective teachers who remain in such areas, such monies to be available on completion of designated periods of service;
 - (3) Identified periods of service by graduates of teacher education, tied to student financial assistance for tuition and related expenses, provided in advance by school districts; and
 - (4) Improved and extended professional and cultural environments made possible by paid opportunities to travel periodically to and from centres providing a wider range of such opportunities.
- 11. That, insomuch as evidence abounds that children and young adults in rural areas appear less aware of post-secondary opportunities than their urban counterparts, universities, colleges, and technical institutions make special provision to acquaint rural schools with their entrance requirements and programs with particular attention to the matter of transfer credit.**
- 12. That, in order to equalize access to post-secondary institutions for deserving students from rural areas, the provincial government provide substantial assistance in the form of grants to those students who must live away from home.**
- 13. That the Ministry of Education ensure that provincial budget allocations to remote school districts clearly recognize the need for trustees, central office administrators, principals and vice-principals to:**
- (1) augment their service capacity by bringing in considerable specialist human resource assistance on an ad hoc basis and



- (2) develop their own capabilities and levels of service by making frequent excursions to meet formally and informally with professional colleagues beyond the district.

Non-Public Schools

No issue is more trenchant than public financing of non-public schools.

Of all the issues in education that engage us, none is more trenchant than the issue of public financing of non-public schools. The proponents of non-public schools argue passionately for choice, diversity, and education based on clearly articulated value systems. Their opponents argue with equal fervour that such schools are characterized by elitism, selective admission policies, and education based on religious biases or social advantage, and thus should not receive the financial support of the state.

The Commission sees merit in arguments on both sides as well as many misconceptions that each side has about the other. Our wish is to encourage choice and diversity, both within and outside the public education system, but we have a concern that all schools meet certain requirements and are carefully monitored.

The Commission recommends:

14. That provisions and regulations for the establishment, registration, and operation of all non-public schools be specified in relevant sections of the School Act.
15. That the Ministry of Education obtain from all non-public schools the statistical and other data pertaining to their operation in order to provide a full annual picture of schooling in British Columbia from Kindergarten to Grade 12.
16. That, in the interests of ensuring equality of educational opportunity for all youngsters throughout the province, all non-public schools in British Columbia be required to meet certain basic curricular, assessment, and inspection requirements established by the Ministry of Education and defined in the School Act.
17. That four categories of non-public schools be established for funding consideration under the School Support (Independent) Act, as follows:

Category 1 – those schools which fully meet all curricular and teacher certification requirements as set out in the School Act;
Category 2 – those schools which currently satisfy criteria established for 'Group 2' classification and support;
Category 3 – those schools which currently satisfy criteria established for 'Group 1' classification and support; and



Category 4 – those schools who neither meet criteria for Categories 1, 2, or 3, nor wish to avail themselves of financial support. The categorical funding levels for Category 1, Category 2, Category 3, and Category 4 schools shall be 50%, 35%, 10%, and 0%, respectively, of the public per-pupil allocations to the school districts in which they are located.

Between 1,000 and 3,000 British Columbia children are currently educated at home by their parents. The *School Act* manages at one and the same time to make this appear illegal and to provide a number of grounds on which it can be legally tolerated, if not justified. The Commission concedes the right of parents to make these decisions but, because of our concern for the learners, with regulated practice.

Home Schooling

The Commission recommends:

18. That provisions be included in the School Act to recognize the existence of home schooling.
19. That students who are educated at home be registered by their parents at the public school nearest to their residence.
20. That each school district, through the principal of the local schools, provide home schooling students with the required textbooks and curricular and instructional materials appropriate to their grade level. Further, that the school and the home cooperate in any other ways, mutually acceptable to both parties, to enhance the learning opportunities of the home schoolers.
21. That each home schooling student be counted by the school district for funding purposes as at least 0.25 of a full-time equivalent learner.
22. That the Ministry of Education determine means by which the learning progress of home schoolers can be monitored and assessed on an annual basis.

Few educational matters engaged the Commission's attention as much as our consideration of what is required to provide a sound education for First Nations children. Past experiences with residential schools, current socio-economic problems, the mixed record of our school system in providing successful experiences, and the appallingly low rate of graduation are sad chapters in a tragic story.

Yet, paradoxically we are heartened. Submissions from First Nations bands not only expressed poignantly the disasters of the past but pointed out ways to a better future for their children. We are encouraged by the resolve of Native council and band members toward overcoming such

First Nations Children



First Nations bands pointed out ways to a better future for their children.

difficulties; we are also heartened that many teachers and school personnel work strenuously toward the same ends. They face an enormous task. Nevertheless, the Commission believes they can be assisted considerably in their efforts to help First Nations children preserve their rich cultural heritage and, at the same time, learn the skills and knowledge necessary for a satisfying life in the larger cultural context of British Columbia society.

The Commission recommends:

23. That the federal and provincial governments accord to Native bands and councils the appropriate authority and attendant resources to enable them to engage effectively in the self-determination of, or shared responsibility for, the education of their children. Further, that financial resources commensurate with meeting the actual costs of educating Native learners be available to bands and councils.
24. That, where Native children are enrolled in schools and/or school districts, Native peoples and school authorities jointly develop formal liaison processes to discuss and decide upon the maintenance and improvement of quality service to Native learners.
25. That Native bands and councils and all school authorities cooperate in assisting Native learners to bridge their two cultures (Native and multicultural), by:
 - (1) improving home/school liaison, particularly throughout the early years of schooling;
 - (2) orienting all children, through formally developed curriculum units, to the history, culture, status, and contributions of First Nations people;
 - (3) reducing the impact of an inflexible graded school system upon Native children and allowing, in the early years of schooling, for a continuous, incremental pattern of learning;
 - (4) initiating means of assisting Native peoples in the preservation and promotion of their heritage languages, including their incorporation into classroom experiences;
 - (5) discouraging any evidence of racial bias on school transportation and premises;
 - (6) deliberately appointing or enlisting the volunteer support of competent Native adults as role models for all children;
 - (7) encouraging teachers to improve their knowledge and understanding of Native cultures, heritage, and traditions through individual initiative organizational support; and
 - (8) providing continuing counsel to Native students to prepare them for living and working in a multicultural society.



26. That compensatory actions be initiated by Native councils or bands, school authorities, and governmental agencies, to:

- (1) improve the pre-school and early-school-years language capabilities of Native children;
- (2) enhance the parenting skills of Native adults;
- (3) encourage Native adults to pursue advanced levels of basic education; and
- (4) improve the health, social, and economic circumstances of First Nations people, as ends in themselves, and in terms of their potential positive impact upon the learning of Native children.

At the heart of the vexing question of the school's social role is the issue of support services for children in need. We are all familiar with reports of hungry children at school. Our investigations revealed other areas of need that are met by the appropriate agencies only when a crisis occurs. Schools are trying, without a clear mandate and without appropriate resources, to deal with those children who are only steps away from insurmountable problems. We note, too, that situations in schools are as varied as life itself. Some schools may have occasional instances of children in some sort of urgent need; others may have significant numbers who are permanently at risk.

We are left, then, with a compounded problem, for which we ascribe no blame. Professional workers in all institutions with a responsibility for services to needy children are dedicated, industrious people who care about children, parents, and the public. But the fact remains that the developmental, social capital needs of youngsters facing moderate to severe problems are not being adequately addressed. They must be.

The Commission takes this simple and straightforward view. Without usurping parental roles and responsibilities, the state must—for the sake of children and for the continued good of the state itself—intrude and act when children are at risk. Those activities can be centred around the school and the immediate community and services can be delivered by the appropriate agencies in co-ordination with the school authorities. Where those co-ordinating structures already exist and are working well, let them be capitalized on; where they do not exist and they are needed, let them be established; and where they are not needed, let them not be created to exist without function. We are concerned about children, not about establishing more bureaucratic structures.

When teachers can be assured that their students are being cared for in other ways, then they can get on with their proper educational tasks with clear hearts and minds.

Non-Instructional Support Services

*Situations in schools are
as varied as life itself.*



The Commission recommends:

27. That the Ministries of Education, Social Services and Housing, Health, and the Attorney General be charged with responsibility to develop, collectively, appropriate mandates for each ministry which allow for the provision of services to those children who have been identified by school Interministerial Committees as in need.
28. That school Interministerial Committees be provided with the necessary resources to carry out their responsibilities so that all British Columbia students can capitalize on their potential for learning.

Students with Special Needs

A major change has been the integration of students with special needs into the mainstream of school life.

The recent past has seen many changes in approaches to students with special needs, not the least of which has been the integration of handicapped youngsters into the mainstream of school life. That integration has brought attendant arguments about placement, the need for changes to physical plants, and the need for trained professionals and auxiliary personnel. Despite these arguments, and with some uncertainty in the research literature pertaining to the identification and delivery of services to special needs youngsters, the Commission was able to draw some conclusion from its analysis.

The Commission recommends:

29. That present policies, programs, and services aimed at providing appropriate learning experiences for special needs learners of the province be continued.
30. That the appropriate ministries of the provincial government provide additional educational support services for both special needs learners and their teachers in normalized classroom settings.
31. That, where necessary, special needs learners and their families be provided with extended social and educational services designed to assist learners in overcoming the educational challenges they face.
32. That rights of special needs learners and their parents be enunciated in the School Act, together with provisions by which any disputes between parents and school authorities would be referred to, and settled through, appropriate third-party action.



Schools have a particular responsibility to ensure that they do not contribute in any way to stereotyping and the inequalities that it can promote. Changes in family structure and in patterns of economic life dictate that females should not have artificial or 'image' limitations placed inappropriately on their hopes and expectations. Young women need to see more role models in leadership and management positions both within and outside the schools. They need to have textbooks free from gender stereotyping and they need more positive counselling about core studies and career opportunities. Women need, as never before, flexible working guidelines so that their roles in the work force and at home can be more easily accommodated.

The Commission recommends:

33. That school districts provide appropriate counselling to female learners to influence them in selecting a wide range of appropriate courses in their school programs including, particularly, mathematics and the sciences. Further, that school districts give explicit attention to the hiring of additional female counsellors as role models;
34. That the Ministry of Education monitor all curriculum materials to be used in the schools of the province, with a view to (1) eliminating inappropriate gender stereotypes, and (2) including content about the contributions of women to our cultural and intellectual heritage.
35. That Ministry of Education and school district hiring practices give explicit attention and emphasis to the potential appointment of females in management and administrative positions.
36. That school districts and teachers' unions, in establishing employee contracts, establish flexible working conditions for women which allow for an appropriate combination of professional employment and family child rearing.

The Commission early in its work recognized that many of our recommendations, if accepted, would need to be codified in legislation and that such changes would be embodied ultimately in the *School Act*. In fact, so important is that legal document, relative to our analysis and suggestions, that we considered seriously the possibility of attempting to provide the government with sample sections of a revised *Act* which would reflect the thrust of our recommendations. Time constraints moved that challenge beyond our grasp.

Gender Equity and Opportunities for Female Learners and Graduates

Young women need more role models within and outside the schools.

Governance, Administration, and the School Act



*A need exists to upgrade
the School Act.*

In short, a need exists to upgrade the *School Act*. On close scrutiny, it reveals its true identity in that it represents, in large measure, the scope and intent of its 1872 origins, having had only one major revision in 1957-58. We have been convinced that it has received 'band-aid' treatment for decades and that it contains sections which do not acknowledge many realities of the 1988 educational system. Some have claimed that it may hinder, rather than help, certain essential functions of schools and schooling.

The Commission is aware that a number of Ministers of Education, recognizing the statutory outdatedness of the *School Act*, worked diligently with their senior appointed officials to prepare new statutes for legislature approval. All made progress toward this end, and much material pertinent to the task resides in Ministry files. But the assignments were never completed. Given the presence of the major consideration of educational initiatives represented by this Commission report, we believe that it is an appropriate time for the government to undertake a complete, meaningful revision of the *School Act*.

The Commission recommends:

- 37. That the provincial government undertake, consonant with the consideration of the recommendations of this report, a complete revision of all sections of the School Act.**

9. Framing a Mandate

In the first eight chapters of the report, we focussed our attention on two areas of discussion. We reviewed first the social context in which provincial schools now operate and in which youngsters learn; then we analyzed four principal elements foundational to all educational systems—the school curriculum, the character and organization of the teaching profession, the financial and accountability systems for schooling, and the structures for school governance and administration around which the system is organized.

In addressing the social context, we emphasized that much has changed in provincial schools and society—and in the world of the learner—since the publication of the previous Royal Commission report on education almost three decades ago. We attempted to identify these social and educational changes and to illustrate their meaning for schools now and as we look toward the future. In doing so, we realized, as others have before, the intimate links between schools and the society they serve. We learned, too, that schools cannot ignore the broad social forces surrounding them. For their own effectiveness as institutions, they must respond to their environment and find ways to adapt and accommodate to changing demands.

“How should schools respond to their environment and to the changing demands made upon them?” That is the question that lies at the heart of the report. We attempted, throughout our discussion and recommendations, to provide an answer.

In doing so, and in examining the four dimensions of schooling noted above, we became aware of the depth and complexity of issues in education today. We saw, for example, that, whatever the provincial school system represents, it is first a social system comprised of people of all ages—from kindergarten children to grandparents returning to school for evening classes. Within this social system, students, teachers, administrators, and elected representatives carry with them to the school each day certain dreams, certain goals, and certain values. The school is a place where thousands of human interactions take place in the course of any school day; it is a living organism that transcends the structural relationships represented on organizational charts. It is a place where people come in search of various services and where others try to provide such services—the ‘fit’ between what people need and what they receive speaks to the performance of the system and their level of satisfaction with it.

Within this broad social system, we saw, too, that there are natural and continuing points of tension. These are not simply the result of territorial or jurisdictional disputes about where zones of authority and responsibility begin and end, although British Columbia has had no shortage of such disputes in recent years. In essence, they have more to do with the competition among ideals and values that forever exists in any dynamic social system, and the influence of this competition on the development, delivery, and management of educational programs and services. Such competition, and the tension it produces, is not necessarily

Schools cannot ignore the broad social forces surrounding them.

Competition reflects the diversity of a democratic culture.



dysfunctional. It reflects the vitality and diversity of a democratic culture in its expression, and represents a search for direction and equilibrium within the system itself.

Nevertheless, such tension, together with the presence of important social changes, may lead to some confusion about the purposes of schooling, the role of schools in society, and the scope of the school's responsibilities, as it has done recently in British Columbia. Throughout many meetings and conversations with parents, community leaders, and school professionals, we listened, time and again, to calls for a school mandate or for some statement defining educational purpose, direction, responsibility, and the nature of the school's relationship with other social agencies. In the following pages, we attempt to respond to these calls on the basis of what the Commission has learned about the schools of British Columbia.

A 'Loose and Tight' System

This report has outlined in various ways the portrait of the school system envisioned by the Commission. In the broadest sense, it is a system characterized by both 'loose' and 'tight' properties: 'loose' in the sense that greater differentiation, greater choice, greater diversity, and greater freedoms exist for all individuals within the system than at present; 'tight' in the sense that there is closer articulation and cooperation among the components of the system, that basic systems of monitoring and accountability are strengthened, that funding levels are indexed and predictable, that assignments of roles and responsibilities are better clarified and defined, that zones of authority and jurisdiction are more specifically delineated, and that more appropriate structures are in place for communication, control, and action. It is a system that seeks to free the great human resources found in and around schools from the weight of conflict and uncertainty. Yet, it is also a system that seeks to protect the public good through structures and processes designed to ensure that certain standards are maintained, certain skills and bodies of knowledge are learned, and certain protections are afforded youngsters, parents, teachers, school personnel, and the community in general.

Our recommendations, we trust, clearly embody the characteristics of such a system. For example, in the areas of curriculum and instruction, we have attempted to loosen the constraints of the existing system by *enhancing*: lifelong learning, local curriculum initiatives, interdisciplinary approaches to learning, integrated patterns of classroom grouping, the flexibility of admission requirements in the primary grades, the elective choices of students at the senior secondary level, and the range of high school programs that exist inside and outside schools. Likewise, in governance, administration, and other areas, we have sought to free the system in new ways by *extending*: parental and pupil choice in public and non-public sectors, individual school control in budgeting, rural access to educational opportunities and services, and the authority of Native peoples to control their own school affairs, to name but a few examples.

At the same time, however, we have attempted to tighten the system in other ways. For example, we have seen fit to recommend that a Grade 1-10 Common Curriculum be implemented and that the goals of schooling be defined in educational terms. The system, as we see it, would incorporate these further changes: financial support is indexed to the economy; all youngsters are given entitlement to 12 years of schooling; non-educational agencies are held strictly accountable for the provision of social services; educational opportunities are equalized wherever possible; gender inequities are corrected; governance and administrative relationships are clarified and defined in more specific terms; roles and responsibilities pertaining to all actors and participants inside and outside the system are more narrowly delineated; and monitoring and evaluation systems for reporting financial and student performance data are improved.

In recommending loose and tight properties for the system, we seek to create an educational climate in which freedom exists within structure, in which the system's need for conformity and standardization is balanced by no less important needs for diversity and individualization; such a climate will enable objectives, standards, and responsibilities to be cinched down, wherever necessary, without depressing the efforts of parents, pupils, teachers, or school officials to develop new strategies for success or to make the system more responsive to those it serves. Within such a climate, we believe, individual initiative can flourish and be rewarded. That climate, too, we trust, will promote the overall stability of the system, yet allow for greater flexibility in meeting diverse needs and changing environmental demands.

Within the framework of this loose and tight system, we offer an outline of the mandate that we believe is now required. What follows here, in summary terms, is what we see to be the principal elements or components of a mandate statements. We limit our remarks to summary form for two reasons. First, we believe that our entire report in many ways speaks comprehensively to the question of mandate and should not be distilled too readily. Second, we believe that responsibility for the development of a mandate statement rests ultimately with the Minister of Education and that ministry of government; the definitive statement should be developed under such leadership and in close consultation with the major organizations in provincial schooling. The full report of this Royal Commission, together with other recent studies, provides a sufficient basis from which to launch such an initiative and, in the process of doing so, help bring together an educational system too long at odds with itself.

Having said this, let us suggest some elements which should constitute the foundations of a mandate statement. First, at the core of any mandate statement there must be a *statement of goals*. Despite notions to the contrary, the Commission believes this statement of goals is not difficult to derive. In fact, the intellectual, vocational, social, and individual purposes of education we emphasize throughout the report have provided the foundations for educational endeavour for more than 2,000

We recommend that the goals of schooling be defined in educational terms.

Our entire report speaks to the question of mandate.



years; we believe those foundations remain as durable and useful today as they were at the beginning of the Classical Age. Regardless of fad or fashion, the stated goals should continue to guide our educational activity at every level of schooling.

For practical purposes, a mandate statement should also make explicit *the scope of the school's responsibilities*. Throughout the report, we carefully define these responsibilities in educational terms and strongly caution educators not to assume social responsibilities that more properly accrue to other helping agencies of government. We have deliberately defined the purposes of schools in this way to prevent the diffusion of energies and focus that has come to mark the provincial educational system over the past decade or so. We do acknowledge, however, that schools, by their very nature, will remain providers of custodial services for society and will continue their work in socializing children.

Similarly, we believe, a mandate statement should clarify *the roles and relationships of the principal participants and actors* in provincial schooling, both in terms of educational practice and law. This clarification should define the rights, privileges, duties, and responsibilities of pupils, parents, teachers, administrators, and governance officials at provincial and local levels, as well as major organizations within the educational community. It should also specify in such terms the relationship of non-educational agencies and organizations to the school system. Moreover, in view of the uncertainty that has come to surround aspects of governance and administration in recent years, we believe that special attention should be paid toward clarifying the roles and responsibilities of the Ministry of Education and the provincial government, as well as the roles and responsibilities of local school boards and local schools.

For purposes of focus, a mandate statement should also make explicit *the nature and sequence of the curriculum* to be followed at elementary and secondary levels, the learning outcomes generally desired at such levels, the division of responsibility for curriculum development and implementation, the classroom groupings favoured and permitted, and the nature, kind, and value of student assessment procedures.

A mandate statement should further include, we maintain, an explicit understanding about *the level of financial support* the system will be provided over an extended period of time, in terms of both operating and capital funding. Without the clear dissemination of financial guidelines which specify the limits, uses, and sources of funding, neither the public nor the professionals who serve them can systematically develop the processes, plans, and other mechanisms required to achieve the system's goals.

In addition, we believe, a statement of mandate should also define for specific periods of time any *special goals* the system seeks to pursue. These might, for example, include such goals as promoting greater educational opportunities in rural areas, introducing new technologies into education, correcting gender inequities in administrative hiring practices, or expanding choice within secondary school programs. If these goals are to be addressed for a specific period and receive special

A mandate statement should include an explicit understanding about financial support.

attention, funding, or treatment, the mandate statement should be revised so that it reflects the current emphases, strategies, and priorities of government.

A statement of mandate should likewise specify in some way who assumes *responsibility for leadership, change, and the renewal of the system*. As long as British Columbia schooling continues to be shaped by geography and regional differences, the system as a whole will require leadership at the provincial level. In saying this, we assume that, regardless of whatever authority may be granted to local districts in the future, schooling will require direction in several respects at the system-wide level, including overall planning, articulation of various parts within the educational system, the coordination of human and material resources, the organization of delivery of resources, policy and legislative initiatives, setting of budgets, and monitoring the system through accounting and evaluation mechanisms. The administration of the entire system, the Commission further assumes, requires more than technical mastery of its various functions. It requires stable, visible leadership that, when informed and guided by consultation with others in the educational community, will animate the system and assist it in responding to the new challenges time and circumstance will bring. A system of this size and complexity, therefore, depends in many ways on the perspective and cohesion that only a central educational agency such as the Ministry of Education can provide.

This is not to suggest that responsibility for leadership, change, and the renewal of the system is the exclusive domain of the central authority. Given the need for system-wide co-ordination, it is essential that school districts and schools work collaboratively with the Ministry of Education to build the structures and processes necessary to guide and revitalize the system. Here, too, it should be noted that school districts and individual schools are situated in such a way that they relate more directly to pupils, parents, and teachers than any senior level of government. Within this context, they can provide visionary leadership that reflects local needs and priorities, systems that support implementation of appropriate change in accordance with local expectations and resources, and efforts at renewal that encourages program development and personal growth in the local community and its schools.

Finally, for the sake of clarity and to remove some of the uncertainty that has troubled the governance and administration of the system in recent years, the Commission envisions the expression of the foregoing elements (and others as required) in a *formal statement* by the Minister of Education. This statement could serve the system well as a point of reference, particularly if the elements of the mandate were themselves referenced clearly to provisions within the *School Act*, or Ministry of Education policy and administrative handbooks. Ideally, this statement of mandate would be published and widely circulated, and be available in every school district office and school throughout the province, where it should be supplemented by district statements reflecting local policies, needs, and priorities.

*School districts and schools
can provide visionary
leadership.*



The Challenge

The Commission's efforts are small steps in a more instrumental process.

The Commission has sought to draw attention to the importance of schooling as a vital provincial resource, the importance of the youngsters who attend British Columbia schools, the importance of the teachers who work with them daily, and the importance of parents, community members, and the various organizations who together shape the character of schooling we enjoy. We have tried to define a better educational future for all of them—a future marked by opportunities for greater choice, access, flexibility, cooperation, and responsibility—a future that we hope is both achievable and fair.

We realize that the Commission's efforts to identify critical problems in provincial education, and to outline recommendations for change, are but small steps in a larger and more instrumental process. The truly difficult task is the one that the Commission bequeaths to school governance officials at provincial and local levels, to school staffs and their communities, and to the representatives of professional and other educational organizations. For it is they who must work together cooperatively to develop the structures, processes, and avenues of communication that will allow for the discussion and resolution of competing democratic ideals and values.

It is they who must encourage and assist public participation in educational matters, public expression of positions, and public debate on the salient school issues and choices of our time. It is to these elected and appointed individuals, and to the organizations and youngsters they serve, that falls the heavy burden of leadership in establishing a forum for provincial discussion and action.

We know that our goals can be achieved through the creation of a climate of trust and good faith, and a new awareness that special interests must be balanced against the need for consensus and compromise in the interest of the greater public good. In a province long noted for its political fractiousness, this is a task of no small order. In fact, there is, perhaps, no greater challenge facing the educational community in British Columbia as we approach the end of the twentieth century. If we achieve this, we may well leave a legacy of real value to learners.

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Victoria, 1988



Province of British Columbia



A Legacy for Learners

**The Report of the
Royal Commission on Education
1988**

Commissioner: Barry M. Sullivan, Q.C.



Royal Commission on Education

Barry M. Sullivan, Q.C., Commissioner

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Canadian Cataloguing in Publication Data

British Columbia Royal Commission on Education
(1987-1988)
A legacy for learners

At head of title: Province of British Columbia.
Barry Martin Sullivan, Commissioner.
ISBN 0-7726-0838-5

1. Education - British Columbia. 2. Education and
state - British Columbia. I. Title.

L222.B7B2 1988 379.711 C88-092156-0

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July 15, 1988

The Honourable Robert G. Rogers
K.St.J., LL.D., D.Sc.M.,
Lieutenant Governor of British Columbia

Honoured Sir:

As the Commissioner appointed by Order in Council 446, dated the fourteenth day of March, 1987, to inquire into and report upon the state of education in the Province of British Columbia, and in accordance with the terms of reference set forth in the Commission, I respectfully submit my Report.

I have the honour to be, your obedient servant.

Barry Martin Sullivan, Q.C.
Commissioner

BMS:jt



ACKNOWLEDGEMENTS

Slightly more than a year ago, Premier William Vander Zalm asked if I would be willing to undertake a Royal Commission study of provincial schooling to help British Columbians determine the kinds of schooling we require today and will require as we prepare for the new century that lies ahead. I agreed to this challenging assignment and I am deeply grateful to the Premier for the opportunity to become involved in this work; I extend my thanks to him, as Royal Commissioner and as a citizen of this province, for the vision and leadership he showed in initiating this study.

I would also like to thank the people of British Columbia for their great help, encouragement, and wisdom. In both small and large communities, in isolated and in urban areas, I was assisted by people from all walks of life who found time in otherwise busy routines to meet with the Commission and to make their own special contributions to the quality of schooling in British Columbia. For some of these individuals, attendance at a Royal Commission hearing meant braving a four-hour drive on treacherous winter roads. For many others, it meant less hazardous travel but no less commitment to what they saw as a civic duty to participate in the public hearings and to help shape the future of provincial schooling.

In school gyms and recreation centres, I saw the practice and spirit of democratic participation wherever I went, reminding me all the while about the strength, intelligence, and energy of the provincial community to which we belong. If this report enjoys any success—and I hope that it will—it will be due largely to the people of this province, their children, and their elected and appointed officials who gave so generously of themselves to help me complete this study. The importance of the many contributions made to this work by the public cannot be overestimated. Again and again, the comments and submissions of thousands of individuals provided me with a breadth and richness of perspective that I can only hope is captured in the report that follows.

I must add that, in the course of my visits to communities throughout British Columbia, I also developed a new appreciation for the size and geography of the province, its physical characteristics, the diversity of its people and resources, and, last but not least, the great interest and faith that British Columbians themselves invest in their schools.

In my role as Royal Commissioner, I also benefited greatly from the thoughtful and diligent efforts of several working groups I established to help provide a broad understanding of the role and importance of schools in society from a lay point of view. In particular, I would like to thank members of the three Community Working Groups, made up of parents, business leaders, and early childhood and health care specialists from various parts of the province. These people gave generously of their time and energy to the tasks they were assigned. Heartfelt thanks, too, are due to the Student Task Force made up of senior high school students from throughout British Columbia. Their concern about their own education and the schooling of those who will follow them illustrated in many ways the great interest and significance which education has for all of us, irrespective of age or occupation.

My preface would be incomplete without acknowledging the efforts expended on my behalf by individuals on my professional staff who worked closely with me to undertake this study and produce this report. First, I would like to thank Arthur Kratzmann, who served as Assistant to the Commissioner and who, from the beginning of this work, acted as chief administrator of the Royal Commission's operations and as my representative on occasions when I could not be present. In these administrative tasks, he received able support from Terrence McBurney, Director of Community Liaison, who also worked effectively throughout the past year to establish and maintain the productive and friendly relationships the Commission has enjoyed with students, parents, community leaders, school trustees, and educational professionals at all levels, as well as with member of public, business, labour, and other groups. In many miles of travel and in

numerous public hearings, I enjoyed the help and company of John Walsh, Secretary to the Commission, who faithfully recorded public submissions to this inquiry and who prepared records of the Commission's work for the Provincial Archives of British Columbia.

My appreciation is also due to Thomas Fleming, the Editor-in-Chief of the Commission's work, and to other members of the Consultative Editorial Committee for their considerable help in sorting through the sometimes staggering amounts of material the Commission received, delineating the critical issues, and helping me prepare drafts of this report.

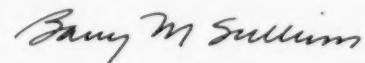
Special thanks are owed to the Senior Researchers whom I appointed to carry out more comprehensive investigations of problems and issues brought to my attention by the people of British Columbia. In this regard, I would like to thank Peter Adams, Jim Bowman, Robin Brayne, John Calam, James Cutt, Thomas Fleming, Elmer Froese, Tarrance Grieve, Arthur Kratzmann, Terrence McBurney, Ronald Marx, Jim McRae, Antoinette Oberg, Valerie Overgaard, Jack Peach, David Robitaille, Vern Storey, and Jaap Tuinman—and also Todd Rogers, who served as special research advisor to the Commission. Each of these individuals has made important practical and intellectual contributions to the character of this report and I am grateful for their participation and for the willingness of the provincial universities and school boards to allow them to serve the province in this way. I would like, at the same time, to express my appreciation to the many other researchers in academic institutions, schools, and other centres for study and research around the province who were kind enough to put aside their own important research in order to lend their expertise and assistance in matters of specific interest to the Commission.

Credit for the planning and coordination of our work on the road is due to Pam Glass, whose attention to detail contributed greatly to our efficiency in getting from place to place. Credit is also due to David Dunsmuir, who acted as Technical Editor for the Commission's work; to

Carmen Farrell-Collins, who served as Assistant to the Editor and as a Research Assistant; and to Mike Haberl, who served as a Research Assistant. I appreciated their careful preparation of materials and their enthusiasm in turning their hands to any and all tasks at the Commission's office.

A special note of thanks is also extended to Julie Turner, Executive Secretary to the Commission, and Marianne Garay, Commission Receptionist, two people who were instrumental in running the Commission office and whose competence was only matched by their kindness and willingness to help.

Finally, I would like to thank my wife, Dawne, and our four children, who attend public schools in this province, for their support and encouragement over the past year. They understood, I know, the importance of the Commission's work and the reasons why I was not always at home.



Barry M. Sullivan, Q.C.
Commissioner.

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CHAPTER 1:

CREATING A LEGACY: THE FIRST STEPS

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1. CREATING A LEGACY: THE FIRST STEPS

Royal Commissions on education are infrequent undertakings here in British Columbia as they are elsewhere in Canada. They occur about once every generation and are generally regarded to be important educational milestones, events that signal a point of departure in our thinking about education and its importance in our lives. Royal Commission studies allow us to reappraise our educational efforts, to look backward and forward in time, to preserve what is good and enduring, and to consider the changes we can make to produce even more effective ways for people to learn. As such, Royal Commissions provide an important opportunity for people to express their views and, in doing so, to shape educational policy and the values and priorities we place on learning. A Royal Commission on Education should suggest what is good about the kind of educational world we have, as well as point the way to the kind of an educational world we wish to create in the years ahead. It is my sincere hope, as British Columbia's Royal Commissioner on Education in 1987 and 1988, that this report accomplishes such objectives and that it follows in the tradition of the fine Royal Commission works that preceded it. If this inquiry into provincial education helps us reaffirm our educational purposes and direct our energies in ways that will serve us well as individuals and as members of a provincial community, then the Commission has completed its task.

This introductory chapter has been written to familiarize readers with some of the contextual factors that bear on the nature and scope of the Commission's work. Its purpose is therefore to outline the legal and organizational framework within which this provincial school study was undertaken and to inform readers about the perspectives, values, and other starting points from which this Royal Commission on Education began its inquiry and deliberations. In the following pages, particular attention is paid to: the interpretation of the terms of reference under which the Commission operated; the social climate in which this study was initiated; the processes the Commission used to gather information and public input; the principal objectives the study sought to achieve; the personal perspectives that guided the Commissioner; the major themes found in submissions to this inquiry; and the emphasis and directions that the study took.

1.A TERMS OF REFERENCE

This Royal Commission study of British Columbia schools was initiated March 14, 1987, by Order 446 of the Lieutenant Governor in Council. Under the terms of reference set out in the Order and schedule (see Appendix A of this report), the Royal Commission was instructed to "inquire into and . . . report on education in the Province from kindergarten through grade 12." The following passage contained in the terms of reference suggests the context which gave rise to the establishment of the Commission:

The Government of British Columbia believes that education is a lifelong process embracing many facets, including personal development, career preparation, the enhancement of creativity, self-discipline, mature judgement, and a broad range of life skills, not the least of which is curiosity—the love of learning. Education, therefore, is not limited to an institutional setting, but may be greatly impacted by educational institutions, their goals, and the adequacy of their procedures in meeting these goals. We believe that quality, effectiveness, and relevance of the province's schools and post-secondary educational systems have an enormous impact on our success. British Columbia today faces unprecedented challenges as the result of fundamental economic and technological change. The government has concluded, therefore, that it is timely to clearly evaluate where we are going in education and to select the most appropriate and cost-effective means of meeting our objectives.

Broadly defined, these objectives are seen, first, to include developing a population that is "well prepared to meet the rapidly changing challenges of everyday life in the 21st century," "highly motivated to learn and to develop personal skills and creative potential to the maximum extent possible," and "well prepared to rationally and maturely evaluate options at both the personal and community levels." The terms of reference further specify that the Royal Commission should address educational issues to do with enhancing the quality of the system, its mechanisms for accountability, its teaching methods and curricula, its structures for governance and administration, as well as the means



available for public, parental, and teacher input.

In view of the objectives set out for this inquiry and the context in which it was initiated, the Royal Commission has taken as its tasks to:

1. report on the state of British Columbia schools today in both public and non-public sectors;
2. identify areas of difficulty or concern as part of an assessment of the present and future needs of the system;
3. identify the kinds of preparation programs school graduates will require to meet the challenges of the next two decades;
4. determine what school programs and administrative processes should be implemented to deal with current and emerging problems; and,
5. recommend some responsible paths of action based upon comprehensive understandings of the system's characteristics, priorities, and the social and economic contexts in which schools operate.

Finally, it should be noted that although the terms of reference do not speak directly to the post-secondary system or, for that matter, to pre-school learning and development, it would be difficult for the Royal Commission to proceed in its work without some consideration of the articulation that is required among the various levels within the larger education system. Pre-primary, primary, intermediate, junior secondary, senior secondary, and post-secondary programs are connected serially, if in no other way; for this reason, it is not always possible to examine one or more parts of this interdependent system without making reference to others. The Commission trusts that its brief excursions into areas outside the scope of its "kindergarten through grade 12" mandate are both practical and in keeping with the government's own comprehensive definition of lifelong learning.

1.B CONTEXT OF THIS STUDY

This Royal Commission study of provincial schooling was initiated in response to important changes that have taken place in British Columbia society since 1960 when the work of the Chant Royal Commission was tabled in the Provincial Legislature. In 1958, when Sperrin Chant and his associates began their work, relationships between Eastern and Western nations were tense and Western political and social leaders were increasingly alarmed with the advance of Soviet technology, symbolized most dramatically in the 1957 Sputnik launching. In the wake of this Soviet success, public attention throughout North America turned towards schools and universities in efforts to determine why we were allegedly losing what was then called "the race for space." As part of this public concern with the so-called "knowledge gap" and with the current state of schools, major educational studies were commissioned throughout Canada and the United States. Chant's inquiry into British Columbia schools was one such study.

British Columbia society has changed considerably since that time. Like Canadian society in general, our educational and social concerns are different. The energy and activism of the 1960s raised our consciousness about individual rights and equality of opportunity issues. In the 1970s, we learned first-hand about energy shortages and threats to our environment. In the 1980s, we have become more conscious of problems to do with health, the economy, and our role in the international world.

Since the 1950s, we have become the best educated generation in history and many of us enjoy opportunities and a material abundance unknown to our parents or grandparents. We recognize, also, that the character of our society has changed, that our immigration patterns are different from what they were two decades ago, and that traditional definitions of family have been modified by time and circumstance. Families currently tend to be smaller than they were a generation ago. Schools now operate in a provincial society where a majority of people do not have school-age youngsters. Many individuals now live alone or raise children as single parents. More females participate in the work force today than ever before, and women have taken their rightful place in occupations that were once male preserves.

It is also evident in the 1980s that our population is aging and that our birth rates are low and possibly declining—two social changes which, in themselves, have profound meaning for educational and social planning. British Columbia culture has also become more diverse and pluralistic than at any time in the past, and in law and custom we now recognize minority, cultural, and language rights unsecured a generation ago. As part of the broad social change which characterizes the 1980s, people have also become more interested in taking charge of their own lives, in participating more in the decisions that affect them, and in relying more on self rather than institutional initiative to create opportunities for personal development.

Such changes have significant implications for provincial schools and for educational policies in general. The initiation of this study recognizes in a very real way that important changes have taken place during the quarter of a century or so since the last major review of provincial schooling was completed and that a periodic reassessment of the kind now being undertaken is necessary if we are to look forward to the future with confidence.

This Royal Commission's work is timely for another reason. Over the past two decades, disagreements over various aspects of provincial educational policy have at times sharply divided British Columbians, in some cases to the extent that the quality of schooling for children has been imperilled. In recent years, widespread concern about the leadership of the system, the sources of authority and control, and uncertainties to do with educational finance and planning has caused tension, as well as a sense of malaise, throughout the educational system and the provincial community it serves. In recent years, too, it has become apparent that education, particularly public schooling, is no longer the growth industry that it was in the 1950s and 1960s, when it generally enjoyed unqualified public support. Increasingly, public schooling has been forced to compete with other social services, particularly health, for its share of funding. This, too, has had an influence on the morale of school professionals and the public they serve.

When the Commission began its work a little more than a year ago, it did so in an atmosphere of some uncertainty. Thankfully, as time went on, relationships among the major organizations involved in provincial schooling appeared to improve, as did the social climate in which the Commission's public hearings were held. As the

staff of one school observed, bluntly but accurately, in their written submission, "The fundamental problem with education in this province is that it is perceived as an 'issue.' Issues have adversaries—winners and losers. Unfortunately, in this case, the wins are short-term and superficial and the losses are profound and affect us all."

It is hoped that the opportunity for a neutral forum presented by this Commission and, ultimately, the nature of its recommendations, will make possible a new educational accord in which British Columbians, public and professional alike, can find common ground to plan the kind of educational future appropriate for the people of this province.

I.C THE PROCESS OF THE ROYAL COMMISSION INQUIRY

For readers not generally familiar with the work of a Royal Commission, I would like to describe briefly some activities and processes that have taken place as part of this inquiry and that have bearing on the preparation of this report. First, in keeping with the Royal Commission's mandate to "inquire into and . . . report on education in the Province from kindergarten through grade 12," formal public hearings were held in all regions of the province over the course of the past year. For much of the past year, my staff and I have been travelling throughout British Columbia to listen to what the people of this province have had to say about their schools. We spoke with youngsters, their parents, their teachers, and school officials in a variety of settings from traditional one-room Hutterite schools to modern high schools featuring the latest technical innovations. In more than 24,000 kilometres of travel, we visited schools from the Liard River in the north to the Juan de Fuca Strait in the south, from the Peace River country in the east to the Queen Charlotte Islands in the west. In all, we visited 139 schools in 89 communities and held 66 public hearings; we held 54 meetings with teachers and were invited to participate in 23 student assemblies. The public hearings provided all interested British Columbians with the opportunity to appear before the Commission and make known their views about schooling and other matters related to education. At such hearings, the Commission listened to what the people of this province had to say about their schools and



clarified, for those in attendance, the scope, character, and emphasis of the Commission's investigation, as well as the nature of the report that would eventually emerge as a result of these hearings and other activities. During each hearing, members of the audience who did not wish to speak publicly were invited to submit their views about schooling in written form to help guide the Commission in its deliberations. The fact that over the past year I received almost 2,350 written and oral submissions, from individuals and groups in all parts of the province, attests to the public's great interest in schooling in British Columbia.

Altogether, the presentations made at public hearings and the written submissions form an essential part of this inquiry and report: in fact, they are at the heart of this entire process in that they have allowed me to be in direct contact with thousands of British Columbians and to understand firsthand their feelings about the schools. Such views will also be an important part of the historical legacy left by this Commission in that the recordings of the fall/87 and spring/88 public hearings, as well as all submissions to the inquiry and commissioned research, are being forwarded for safekeeping to the Provincial Archives of British Columbia, where they will remain for a period of at least 75 years.

The large information base made possible by the public hearings and written submissions has been supported in other information-gathering and research activities. The Commission visited schools at all grade levels throughout the province to see for myself the conditions under which young people learn, and the kinds of programs that are available to them, and to gain some appreciation about how students, teachers, and school officials view the day-to-day world of living and working in schools. As part of our visits to local communities, the Commission sought, insofar as it was possible, to meet with school board members, municipal council members, representatives from teachers' local associations, student council representatives, parent groups, and members of the school administration staff. Invariably, the individuals in each of these groups made important contributions to my understanding of what takes place in schools and furnished valuable ideas and insights about the aspects of schooling and education that they saw to be of prime concern to British Columbians. In addition, the Commission was also greatly assisted in its study of provincial schooling by the

efforts of three community working groups and one task force of senior secondary students.

Formally and informally, over the course of the past year, I also met, and received written briefs from, representatives of government agencies and major provincial organizations with special interest and expertise in the field of education, including: the Association of British Columbia School Superintendents, the British Columbia Ministry of Education, the British Columbia Principals and Vice-Principals Association, the British Columbia School District Secretary-Treasurers Association, the British Columbia School Trustees Association, the British Columbia Teachers' Federation, the Federation of Independent School Associations, and the faculties of education from Simon Fraser University, the University of British Columbia, and the University of Victoria. Through communication with such regulatory and professional organizations, I was able to gather extremely useful data and perspectives on the state of the current system as well as the legislative, structural, and financial arrangements which define the operations of schools in the province.

1.C.1 PURPOSES OF THE INQUIRY

The purpose of this Royal Commission inquiry into provincial education has been threefold. First, through its public hearings, its receipt of submissions, and its meetings with community leaders and organizations, the Commission has taken as its primary task to listen to what the people of British Columbia have had to say about education and the school's role in the educational process. Second, in line with this public and professional input, the Commission has undertaken a series of research studies to examine some fundamental and vexing issues relating to the provision of educational services in the province. Third, on the basis of information and perspectives generated from these sources, the Commission has attempted, within this report, to develop and present a coherent understanding of the school's role in British Columbia society today and the meaning of education to a provincial community that is experiencing important social and economic changes. The Commission's views and findings are outlined in the recommendations found throughout this report and in the descriptive text surrounding each recommendation.

1.D A PERSONAL PERSPECTIVE

Children, it has been often said, represent our future—and it is true! The more than half-a-million youngsters now attending schools in British Columbia will be the individuals who will lead and shape our society as we reach the year 2000 and beyond. Each and every one of them, in their own way, will influence what the world of tomorrow will be like. They will help determine what values and traditions we preserve, what ideas and knowledge we will hold, and, ultimately, what we as a society and as a province represent. The child entering the first grade of school this year will graduate at the beginning of a new century and a new epoch in human history—a fact, in itself, which amply illustrates the importance of schooling not only to individuals but to all of us as a society.

It is clear to me at the completion of this study, as never before, that the people of this province invest great faith in education. Even though there may not always be precise agreement on what schools should do, or even about what kinds of schools we should have, British Columbians in all walks of life, of all ages, in cities as well as rural and isolated areas, hold strongly to the belief that schools do make a difference in people's lives, that they are the social institutions that best prepare us for what lies ahead, and that what is learned and taught in schools somehow makes us better people.

In travelling the main highways and backroads of the province, I also learned something about our sense of vision as British Columbians and how we now see ourselves as a community that is very much part of a wider world. Again and again, people spoke to me formally and informally about the importance of seeing ourselves in a national and international, as well as a provincial context.

Parents, community representatives and, indeed, youngsters themselves spoke at length and eloquently about the broad social, economic, and technological changes transforming our lives, about the birth of new and the decline of old industries, about our relationships with peoples and nations beyond our shores in the Pacific region and elsewhere, and about the competition, as well as the new opportunities, that will shape British Columbia's destiny in the years ahead. Not surprisingly, such glimpses into the future and into the changing character of the world

around us were usually accompanied by questions to do with the school's role in such a new setting or with the ability of the school to reflect such changes in its programs and services. These concerns, I believe, were felt deeply by people in the nearly 100 communities visited by myself or senior members of my staff.

Many British Columbians I met also expressed the view that, as a province, we have been somewhat hesitant to realize the importance of schooling and the value of intellectual capital. Perhaps this has been a result of a long tradition of taming the frontier with our hands and earning our living in the basic resource industries. In any event, people spoke with conviction about a need to be excellent in what we do, to make better uses of our intellectual resources, to be less dependent on others for ideas and innovations, to be more self-reliant and resourceful, and to be able to convert knowledge and ideas into opportunities for growth and employment.

People also wonder how education will help us understand and manage the new technological and scientific changes that are shaping our lives, how we will develop the knowledge and wisdom necessary to deal with important social and ethical questions such changes produce, and how well we will use our advances to improve the quality of our lives, the sense of community we share, and our appreciation for each other.

In looking to education, of course, we invariably look to schools. Perhaps no institution is as accessible, visible, and familiar to us, or as central to our lives, as the school. From our own school days, to those of our children and our later involvement as adults in community and leisure activities, we remain connected to schools. Attending school is a common experience that we see as instrumental in shaping our opportunities and the way we will make a living. In short, we look to schools as institutions to serve our individual and private interests, as well as our provincial and national interests.

Accordingly, our expectations for schools are high. We have, in fact, an ambitious social as well as an educational agenda for them, as we seek to support our social structure in various ways. In the broadest sense, we have long expected schools to serve as agencies for civic and democratic development and as places where our culture and values can be sustained and transmitted to the young. We have likewise come to expect that schools will provide custodial care for children and socialize them into certain norms of



behaviour, as well as prepare and select them for later careers.

Recently, new expectations have been appended to the already considerable expectations of the past. Today, we turn to schools to help us enshrine language rights, to preserve diverse cultural heritages, to promote social equality and justice through recognition of individual differences and the integration of special needs youngsters, to provide health education and related services, and generally to co-ordinate social programs and facilities associated with the overall care and nurture of the young.

The social agenda we have constructed for schools, particularly our public schools, is far more complex and broader in scope than the purposes envisioned for the simple one-room schoolhouse of earlier times. Clearly, too, the extent of our expectations—and the extent to which they can be realistically met—brings into serious question the very purposes of schools themselves. Put another way, we may ask “Can any institution shoulder the social as well as the educational responsibilities we have given the schools and those who work in them?” This question may be easier to state than answer.

It was a question, however, raised countless times, and in countless ways, over the course of this inquiry into provincial schooling. In fact, this question became the most important single question I felt obligated to answer—and the question that troubled me most deeply. As this study proceeded, I realized increasingly that this fundamental issue, more than any other, embodied many of the other issues that British Columbians brought to my attention. It was also the issue that professional educators and elected representatives spoke to with the greatest vigour. As those most responsible for providing school services, they are close at hand to the problems schools face in attempting to meet both the social and educational needs of a diverse society. Daily, many of these people are forced by circumstance to deal with children’s physical and emotional needs, as well as their pedagogical development—a task, in itself, of no small order.

I realized, too, that in adopting a particular perspective on the school’s role in society, more commonly known as the school mandate issue, I would, in fact, be determining to a considerable extent the cast and character of this report. Over time, I did develop such a perspective based on what I had heard and studied. And what I learned was this—that although the school is an

institution of great importance, it is not an institution that can stand alone in educating or caring for the young. Any school’s effectiveness is determined by other institutions and other forces outside its walls—in essence, the school’s relationship with its environment is a symbiotic one. As the family looks to the school for assistance in teaching the young, so too does the school look to the family for care and nurture of the child, physically and emotionally. No school staff, however well trained or intentioned, can or should assume the roles or responsibilities of parents in providing for the general welfare of children.

Recent changes in family and social structures, as well as changes in our ability to detect and identify more comprehensively the problems of learners, have meant that schools have increasingly been expected to provide for children’s social as well as educational needs. This has occurred in part because the school has the most direct and systematic contact with the young and, therefore, offers society an efficient means of rendering a variety of services. Imposing such responsibilities on schools, however, has generally obscured their primary function as institutions for learning and, in turn, has led to questions about their general educational effectiveness.

This Commission believes (a belief detailed more fully later in this report) that the school’s first purpose as a place for learning should not be overshadowed by the social responsibilities appended to its mission in recent years. This Commission also believes that provincial and local agencies charged with providing health and social care services be held strictly accountable for providing such services and that schools, insofar as it is possible, concern themselves strictly with children’s learning.

Put simply, for reasons of efficiency, schools may serve as places where comprehensive health, social, and psychological services are made available but this should not be taken to mean that schools are responsible for providing such ancillary services. Schools may serve to co-ordinate the delivery of such services but their mandate, above all, is educational in nature and must be preserved as such.

A second part of the school mandate question has to do with the school’s educational role in society in light of the way we view learning today. In earlier decades, when educational expectations were comparatively modest in nature, British Columbians, like people elsewhere, viewed learning as something that was

formal in nature, institution-centred, and largely contained within the eight, ten, or twelve years individuals attended school.

Today, our view is different. Any consideration of the daily educational activities of children in the late 1980s reveals the strong influences of the world beyond the classroom. On any school day in British Columbia, youngsters may be found involved in field trips that take them into the world of museums, theatres, nature parks, bird sanctuaries, fire halls, and police stations—in fact, into virtually all sections of the community. Many older students are similarly involved throughout the school year in direct work experiences through career preparation and cooperative education programs in a variety of business and work settings. Community recreation facilities, such as swimming pools and fitness centres, are also used extensively by students in their senior grade physical education course work. School districts in different parts of the province have also made major commitments to environmental education through the creation of impressive outdoor education centres. Many school programs also rely on community resource people—senior citizens who read and tell stories, individuals who share photographs and slides of trips abroad, and business people who address consumer education and other career-oriented classes.

In short, schools place high priority on the community as a rich context for learning, as a means of taking students beyond the confines of the school to experience and learn from the world around them. Education, quite simply, is now seen as a process of learning and growing for children—as well as for adults—that is not bound by time or place, or the limitations of any one institution. It may occur in the public libraries and the work places of the province, as it does in schools and universities. It occurs before school in the home. It occurs during and after school in the community, and it occurs long after formal periods of schooling are completed. It is lifelong and, by definition, goes beyond the capacity of any one agency.

The Commission embraces this concept of lifelong learning and all it implies. More specifically, it is the Commission's view that British Columbians can no longer afford to consider education as something that begins and ends in formal institutions for learning. The complexities of modern life and the changing demands of careers in business, industry, and the professions make it

imperative to educate ourselves broadly throughout our lives and, by learning new skills and bodies of knowledge, to adapt to the changing world around us. In other words, education is not something we can leave to schools; it is a responsibility to learn shared by each of us and the community to which we belong.

1.E WHAT BRITISH COLUMBIANS SAID ABOUT THEIR SCHOOLS

As I indicated earlier in this document, I am indebted to others for the ideas expressed throughout this report, so much so that I have chosen to use the pronoun "we" or, in other cases, "the Commission" in the main body of this work to illustrate how this study was, in many ways, a shared undertaking contributed to largely by my senior research staff and the thousands of people across the province who, in substantial ways, shaped the perspectives and values I came to hold. Because of such great public influence, I find it particularly appropriate to outline for readers the major themes and emphases that underlay much of what I heard and read during the past year. Such themes, in themselves, explain the directions that this report eventually took.

To begin with, as I listened to British Columbians describe the importance of education and the schools they admire, I was struck by the public consensus on what constitutes a good school and a good school system. Almost everywhere, for example, people spoke about the school's importance in providing for children's achievement. At many public hearings, and in hundreds of written submissions, individuals emphasized that young people should strive to attain certain goals to do with their intellectual, social, individual, and vocational development. British Columbians noted on many occasions the need we have as individuals to be good at something, to express ourselves in ways that are important to us, and to grow into the kind of people we would like to be. Obviously, many different definitions of educational achievement were brought to my attention during this study and, sometimes, people's perceptions varied greatly. What was similar, however, was that people generally saw school achievement as an active process, a process in which young people



were challenged and moved forward purposefully to secure something they found worthwhile.

To some, it was also a form of empowerment, a process in which youngsters were taught or learned to do something well, a process in which they developed competency, confidence, knowledge, and respect for their own abilities and beliefs. People observed, and rightly so, that schools, perhaps more than other formal institutions, could provide systematic opportunities for young people to test their potential and to search for fulfilment. Achievement, in the minds of many with whom I spoke, was the essence of "good" schooling—schooling that would allow youngsters to express their understandings and innermost feelings, to ask imaginative questions, to discriminate wisely among choices, to acquire a sense of the consequences of action, to know their culture and the culture of others, to enjoy their own and others' sensibilities, to make their way in the world, and, ultimately, to contribute to the wider social, economic, and spiritual good of the community.

As schooling was seen by parents and by youngsters themselves as an active process, the responsibility for creating good quality schooling that was responsive to people's needs was seen to be something which required public involvement. British Columbians brought to my attention, again and again, the fact that schools reflect the society they serve and that, if we do not support our schools and those who study and work in them with our time and interest, we have only ourselves to blame for whatever dissatisfaction we may feel.

Evident in the course of the hearings was a considerable public appetite, especially on the part of parents, for participation in local school affairs. People spoke at length about the social importance of schools in community and neighbourhood life, the value and relevance of local initiatives in school programming, and the advantages of making educational decisions, whenever possible, close to those affected by them. In considering such presentations, it was difficult not to be impressed by the sophisticated perspectives brought to this issue, the public's knowledge of schools, and their commitment to be part of something they felt to have an important influence on children's lives. Such input, and the growing realization that school leaders are increasingly working with well-educated and politically sophisticated parent and public groups, persuaded me that certain aspects of educational

decision-making (discussed later in detail) should be entrusted to the local level where accountability for such decisions can be rendered more directly.

Related to the press for public participation in schooling was a cluster of concerns to do with the operation of the provincial system itself. In community after community, and in numerous written submissions, people deplored, and sometimes criticized sharply, the confrontational character of provincial schooling in the 1980s and raised questions such as: "Why can't we have better cooperation between levels of government and between school professionals and the government?" or, "Why can't we have a less volatile educational climate?" Such concerns, at least to me, underscored a deepening sense of frustration and impatience with the political storms that have troubled British Columbia schools in recent years.

On a positive note, however, people spoke about the importance of stability, continuity, and better long-range planning in education. They spoke, too, about the fact that any school system, by nature, consists of interdependent parts and that, unless a climate of cooperation prevails among participants throughout the system, schools will continue to lurch from one crisis to another.

Much of the friction that has characterized provincial schooling of late was attributable, some said, to matters of school finance. However, as I listened carefully to what such people had to say, I detected that causes of public and professional concern were not bound up entirely in level-of-funding issues, but were also grounded in the considerable uncertainty that seems to surround budgetary planning and the problems local systems encounter in shifting quickly from one funding level to another. Strong cases were made throughout the hearings for greater predictability in the way schools are financed, a subject to which this report's attention will later return when the larger issue of school support is examined.

Throughout this study, I was also impressed by how frequently individuals spoke and wrote about the need for school programs and operations to recognize the diversity that exists in British Columbia society. Public emphasis on diversity was many sided. To some, it was a question of making greater provision for individual differences among learners and addressed such issues as pupil streaming, high schools with deliberate

academic, vocational, or business identities, differential programs in elementary schools, and the general challenge of furnishing young people with school experiences to match their interests and abilities. To others, it was an issue intertwined with the preservation of cultural heritage, religious preference, or language. Diversity also had a geographic meaning. In some instances, when people spoke of diversity they dealt with the importance of recognizing the distinct identities of regions, communities, or even neighbourhoods, and the need to allow local schools to reflect such differences in their offerings.

Indeed, it is impossible to ignore the social diversity that is an elemental part of British Columbia life; it has remained an enduring provincial characteristic since the gold rush of the mid-nineteenth century transformed British Columbia into a pluralistic society. For the Commission's purposes of organization and analysis, recognizing the diversity that exists became a central theme that eventually flowed through much of this report.

Numerous submissions, too, addressed issues to do with access. For some who came forward to speak to the Commission, the subject of access was geographically defined. They spoke, often with passion, concerning the problems of rural and isolated schools, transportation difficulties posed by school populations spread across large catchment areas, about the actual transportation of youngsters to school sites and, in some cases, about the physical and other challenges faced by some special education and handicapped children. Access was also discussed in relation to the scope and depth of school curricula and the choice of course offerings afforded to youngsters. Again, this issue of access was generally raised in non-metropolitan areas where secondary schools tended to be smaller and where course selection at senior levels was consequently more limited. In this regard, the question of access was intertwined with equality issues, as well as the more obvious issue of choice. Finally, access was viewed by some parents, students, and community members in instructional and methodological terms. Such a focus usually centred on whether instructional materials and teaching techniques were comprehensible to learners, a question that pertained especially to special needs children or those whose learning abilities were impaired or disadvantaged by linguistic differences or social circumstance.

Along with diversity and access, people also spoke about choice in schooling—an issue, in itself, that proved complex in meaning. In the largest sense, choice was expressed as a fundamental democratic right, especially as it concerned the primacy of parental over state rights in children's education. Many who appeared before the Commission argued for greater choice and variety in schooling as a means of recognizing individual differences among youngsters, as well as acknowledging parental rights to select the academic, social, and moral atmosphere of schools in accordance with their own philosophical beliefs and values. Others, however, no less cogently underscored the need we have for schools to sustain, in their curricula and practices, the experiences and bodies of knowledge that should be made common to all children.

In general, British Columbians seemed to believe that choice was too restrained within the public system. Some expressed the view that high schools, for example, should define programs more specifically along academic, general, vocational, or other lines to ensure a better fit between student interest and school mission. Some individuals suggested the development of high schools which would focus largely on sciences, the dramatic arts, technological education, or some such emphasis that would reflect the diversity in student interest that now exists and that would prepare youngsters more appropriately for careers and for participation in adult life. Others argued for greater provincial and local deregulation to extend neighbourhood schools from the early to the senior grades and to give them greater autonomy to address children's needs more responsively. Parents repeatedly made the point that schools should be able to accommodate the special needs, interests, and talents of their children and that increased parental and pupil choice, as well as increased responsibility attendant with it, would ultimately promote greater levels of service and satisfaction inside and outside the system.

Choice, of course, was a salient feature of discussion about non-public schooling. Various individuals and groups observed that the choice made available in the non-public school sector explained the growth in popularity of such schools in recent years. Much was made of the fact that non-public schools could target their educational and other objectives more narrowly than public schools and, thereby, accommodate certain kinds of learners or satisfy parental and



pupil choice for specific academic, social, ideological, or religious reasons. The emphasis on standardized school curricula and operational practices found in most public schools, some felt, hindered public schools in addressing the variation that now exists in British Columbia society.

Public and professional concern was also raised about the lack of provincial control over some non-public schools, and strong arguments were advanced to increase the inspection of such schools as well as to protect the educational welfare of the children in home schooling situations. As things now stand, the Commission learned, it is difficult to describe what kind of schooling occurs in some small non-public schools, or even to gauge exactly how many youngsters are currently being schooled at home. The issue of choice, in such discussion, was inevitably bound up in considerations of other large questions to do with affordability, access, and the issue of parental and state rights.

As made evident later in this report, the role of choice in the question of private and public good was considered carefully by the Commission. It touches upon fundamental human rights to do with individual liberty and freedom and upon the relationship of such ideas to the no less fervently held ideal of equality.

Two additional themes that ran through much of the public discussion should also be mentioned. One was the concept of accountability or what was sometimes termed responsibility. It was widely observed that the public has a right to hold its institutions accountable for the quality of services they render and the decisions they make, at least to the extent that these decisions are under the control of such institutions. As it was discussed, accountability meant the provision of different information to different people for different reasons—to the public about the school's effectiveness and problems, to parents and students about individual progress, and to school staff about the planning, processes, and policies determined at governance and administrative levels. A less frequently expressed but equally important part of the accountability idea, certainly as far as the Commission was concerned, was the level of accountability that might also be expected from parents and youngsters, as well as from other agencies involved in the care of the young. Schools and school systems must remain accountable to those they serve; but youngsters, their parents, and the other helping

agencies must also assume certain measures of responsibility attendant with the rights and privileges they enjoy.

Some final comments in this part of the discussion have to do with the concept of relevance, a topic visited and revisited in many public presentations. I was frequently reminded by those who addressed the Commission that we live in an era in which knowledge is said to double approximately every two years and in which scientific and technological progress is characteristic of our society. British Columbians, from youngsters to senior members of the community, emphasized that school programs should remain timely, that periodic reassessments of curricula offerings should be undertaken, and that bodies of learning should be presented in such a way that they assist young people in making well-founded, real-life decisions.

In summary, then, the emphasis placed by parents, the public, and educational professionals on the foregoing topics greatly shaped the perspectives and values of the Commission. As this study progressed, I became more conscious of the inter-relationships among these ideas, the cohesion they offered as organizing concepts for this report, their relevance to British Columbia schools and society in the 1980s, and how their translation into recommendations might point the way to the schools we require in years ahead.

1.F EMPHASIS OF THIS REPORT

This study of provincial education differs in emphasis from other educational studies commissioned earlier this century. It is, at once, both broader and more selective than previous inquiries. Although it takes as one of its purposes a review of provincial schooling from Kindergarten to Grade 12, it is not strictly a school survey of the kind common to earlier years. Although it seeks to understand the strengths of the current system and where it can be made more effective, it is not intended to be an educational audit that measures school productivity or efficiency as other studies have done. Although it is concerned with bringing about change, it should not be confused with studies that outline ambitious plans for "school reform" or that seek to ascribe measures of culpability for educational failure. Rather, in both general and specific ways, this

Commission wishes to inform British Columbians and their government about the complex undertaking that is modern schooling, as well as the choices and options that must be considered if we wish to develop educational policies that are responsive to our current and emerging social circumstances and values.

In line with this emphasis, the first major part of this report examines the social context in which young people learn and in which schools operate, and seeks to identify the social, economic, and other factors that influence education. Here we attempt to portray the variations that exist among learners and among provincial schools themselves, as well as how such variations reflect the different social circumstances, lifestyles, and beliefs about education that describe the people of the province in the late 1980s. Against such a background, we consider public aspirations for schools as both educational and social institutions, the relationship of schools to the home and other institutions charged with the care of the young, as well as public and professional calls for a new school governance mandate which reflects the nature of British Columbia society today and the place of the school in the lifelong learning of individuals. The first part of this report concludes by outlining the need for such a mandate.

With this call for a mandate serving as a guide and point of reference, emphasis shifts in the second part of this report to examine in some detail four critical areas of concern to the Commission: the nature of the school curriculum and how it serves our young people; the professional responsibilities, activities, and preparation of teachers; the appropriateness of the current school finance system, and finally, the relationships among governance and administrative systems and their role in facilitating learning. Within each of these general areas of study, key issues are raised and discussed, and recommendations are made with a view toward developing a more effective system of schooling.

Readers will note that the Commission's attention returns at certain junctures throughout the report to two general topics of discussion. The first is the need for a school mandate and the clarification it will offer for the school's mission and operation. For obvious reasons, a statement of mandate has important implications for many aspects of schooling and must therefore be developed for the guidance and meaning it offers to specific educational matters found elsewhere in

various sections and sub-sections of this report. It might also be pointed out that, over the course of the past year, no single issue has garnered as much public or professional interest, or has prompted as much serious debate, as the question of mandate. Inside and outside school walls, people have expressed strongly held views about the basic purposes and priorities of schooling and what the expanded social responsibilities of schools have meant to the purposes of schools as educational institutions. Such views obviously cannot be ignored.

For this reason, the report in its conclusions returns to the question of the mandate for education, and attempts to present a framework developed from the elements set forth in the preceding chapters, which can be used as a guide for a process leading to the final formulation of the mandate.

Throughout this report, emphasis is also placed on how decisions about educational objectives and policies reflect the ways in which choices must often be made among competing social and educational values. Philosophical and ideological conflicts about educational issues have indeed become a part of British Columbia life in recent years and must be acknowledged as such. This development is not surprising in many respects. In line with social and political developments elsewhere, British Columbians have sought since mid-century to participate more freely in deciding the important educational and social questions of the day. Whereas important civic issues were once often decided out of public view, decisions about social and educational policy now increasingly take place in the broad daylight of public debate.

In the pluralistic and diverse society that is British Columbia today, the discussion of schooling has become a lightning rod which galvanizes competing political and social ideals or values. Schools and school board offices, in effect, as well as the larger provincial stage, have become arenas where opposing ideological interests struggle for influence, if not supremacy. Given adequate social structures and processes for resolution, such competition or conflict is not necessarily dysfunctional or injurious to the public good but, rather, is a natural part of a democratic society's efforts to define its priorities and values in the midst of perpetually changing social circumstances and beliefs.

Put another way, many debates about education and schooling are really in essence debates



about larger philosophical and ideological issues concerning such matters as the role government should play in people's lives, the rights of the state versus the rights of the individual, and the relationship between private interest and the public good. Not surprisingly, in a provincial society characterized by diversity and pluralistic interests, such fundamental questions are manifest in educational as well as in other terms. Throughout this study, the Commission found its attention engaged by many such issues, including parental and state rights in children's education; the debate over public and non-public schooling; the tensions that exist between values of equality, access, and affordability; the need for stability and the need for change; the relative advantages of central as opposed to local governance; the freedom to act and the need for accountability; the ideal of choice; and the need for equality and standardization.

In its treatment of many educational questions, the Commission returns to the subject of competing ideals and values in an effort to portray fully the contours of the debate before us, the choices that can be made, and the grounds for balance, as well as for consensus, that exist among ideals and values that are, in the main, equally noble, well-intentioned, and just. The competition among ideals and values indeed emerges throughout the following pages as a dominant theme; in fact, if the work of the Commission helps to illuminate, in educational terms, the conflict of such fundamental and dynamic ideas, this part of the Commission's work may remain one of the most valuable legacies it can leave to British Columbia learners and to those who serve them in provincial schools.

Nevertheless, the Commission's efforts to identify critical problems in provincial education, and to outline recommendations for change, are but small steps in a larger and more instrumental process. The truly difficult task is the one that the Commission bequeaths to school governance officials at provincial and local levels, to school staffs and their communities, and to the representatives of powerful professional and other educational organizations. For it is they who must work together cooperatively to develop the structures, processes, and avenues of communication that will allow for the discussion and resolution of competing democratic ideals and values. It is they who must encourage and assist public participation in educational matters, public expression of positions, and public debate on the

salient school issues and choices of our time. It is to these elected and appointed individuals, and to the organizations and youngsters they serve, that falls the heavy burden of leadership in creating a stable and productive forum for provincial discussion, in creating a climate of trust and good faith, and in recognizing that their own special interests must be weighed and balanced against the need for consensus and compromise in the interest of the greater public good. In a province long noted for its political fractiousness, this is a task of no small order. In fact, there is, perhaps, no greater challenge facing the educational community in British Columbia as we approach the end of the twentieth century.

1.G SOURCES OF INFORMATION

1.G.1 WRITTEN AND ORAL SUBMISSIONS

In all, 2,112 written and 227 oral submissions were received by the Commission during the course of the study. Submissions from all parts of the province were received from:

Individuals

Students
Parents
Adults without children in school
Teachers
Principals
Superintendents
Retired teachers, principals, and superintendents
Trustees
University faculty members
Business people

Provincial and Local Educational Organizations

District Teachers' Associations
B.C. Teachers' Federation
Provincial Specialists Associations
B.C. Principals and Vice-Principals Association
Association of B.C. School Superintendents
School Boards
B.C. School Trustees Association
B.C. School District Secretary-Treasurers Association
Federation of Independent Schools

Association
Faculties of Education
Ministry of Education
Ministry of Social Services and Housing
B.C. Home and School Federation

Special Interest Groups and Agencies

Parent-Teacher Organizations
Special Needs Interest Groups
English as a Second Language
Modern Languages
First Nations People
Multicultural
Churches and Religious Groups
Musical, Artistic, Recreational, Health and
Physical Fitness Organizations.

Six submissions were received from other provinces in Canada, two from the United States, and one from England. A complete listing of the submissions in the order in which they were received is provided as an appendix to this report.

All submissions were held in confidence by the Commission. However, presenters who wished to publicize their submissions on their own in any manner they wished were not prevented from doing so.

The submissions varied greatly in length and in the range of topics with which they dealt. Some covered all items found in the terms of reference for the Commission, while others dealt with a few or, in some instances, only a single topic. Many submissions were prepared following lengthy and thoughtful discussions conducted by the groups and organizations on whose behalf they were submitted. A few were based upon extensive surveys carried out by members of large organizations, or upon investigations conducted by committees named by members of such organizations.

Most submissions were moderate in tone. Very few contained vehement criticism. Emphasis was placed, in large part, on constructive suggestions for increasing the effectiveness of schools and for making schools more responsive to the communities around them.

All of the submissions were carefully read and systematically studied. They contained a wealth of information—about 140 different,

discernible topics relevant to education in this province—without which we could not have grasped fully the complex and diverse nature of the subject being examined. The submissions also contained many interesting and useful recommendations. Although they varied in scope, and were sometimes different in the specific views and recommendations set forth, there nevertheless was considerable agreement regarding certain salient features of the educational system.

We have been impressed by the high level of community participation throughout the Commission process. Individuals, couples, groups, and organizations expressed a deep interest in and commitment to education in British Columbia. Clearly, presenters devoted much of their own time and thought to the preparation of their own submissions. The reading of the submissions was a considerable task in itself, but well worth the care and attention that was devoted to it.

1.G.2 PUBLIC HEARINGS

The Commission held 66 public hearings, the purpose of which was to provide an opportunity for those who wished to express their views and recommendations directly to the Commission.



Public hearings were held as follows:

Centre	Date		
	1987	Campbell River	February 9
Castlegar	May 12	Powell River	February 10
Nelson	May 13	Nanaimo	February 15
Trail	May 14	Victoria	February 16
Fort St. John	May 19	Victoria	February 17
Dawson Creek	May 20	Kamloops	February 23
Tumbler Ridge	May 21	Ashcroft	February 24
Mackenzie	May 21	Vancouver	March 1
Kimberley	May 25	Vancouver	March 3
Fernie	May 26	Vancouver	
Windermere	May 27	(Robson Square)	March 5
Cranbrook	May 28	Queen Charlotte Islands	March 7
Terrace	June 2	Queen Charlotte Islands	March 7
Prince Rupert	June 3	Victoria	March 12
Kitimat	June 4	Creston	March 14
Hazelton	June 9	Penticton	March 15
Smithers	June 10	Vancouver	
Burns Lake	June 11	(Robson Square)	March 19
Fort Nelson	June 16	Salmon Arm	March 21
Atlin	June 18	Salmon Arm	March 21
Vancouver	November 9	Cassiar	March 24
Vancouver	November 10	Vancouver	
Vancouver	November 12	(Robson Square)	March 31.
Vancouver	November 16		
Burnaby	November 17		
Burnaby	November 19		
Chilliwack	November 25		
Clearbrook	November 26		
New Westminster	November 30		
Maple Ridge	December 1		
Coquitlam	December 3		
Surrey	December 8		
Surrey	December 10		
West Vancouver	December 14		
North Vancouver	December 15		
Richmond	December 17		
	1988		
Delta	January 5		
Delta	January 7		
Vancouver			
(Robson Square)	January 9		
Prince George	January 18		
Prince George	January 19		
Quesnel	January 19		
Gulf Islands	January 25		
Saltspring Island	January 25		
Brentwood Bay	January 28		
Vernon	February 2		
Kelowna	February 3		

These centres were chosen in order to provide a sizeable local audience and to cover as wide an area of the province as possible (see Figure 1.1). Some were selected so as to enable those from adjacent communities and outlying areas to attend without too much inconvenience. For example, individuals from Clearwater attended the Kamloops hearing, those from Williams Lake attended the hearing at Quesnel, and those from 100 Mile House, Cache Creek, and Lytton at Ashcroft. In many instances, individuals and groups travelled up to 140 kilometres in order to be present. To assist people living in the Queen Charlotte Islands, two hearings were held, one at Port Clements, the other at Sandspit. In the case of the Gulf Islands, a public hearing was held aboard the M.V. *Queen of Tsawwassen* as she made her morning run from Tsawwassen to Galiano Island to Mayne Island to, lastly, Saltspring Island. Later, in the evening, a second hearing was held at the Saltspring Island Community School.

LOCATIONS OF PUBLIC HEARINGS





Although the degree of public interest appeared to vary from one locality to another, on the whole the public hearings were reasonably well attended. They varied in length, ranging from one-and-a-half hours to four hours, with a one-day hearing in Victoria and three one-day hearings at Robson Square in Vancouver. When conducting hearings, undue formality was avoided so that those wishing to make a presentation or offer a comment might feel free to express their views without hesitation. Some of the presenters read from a prepared text, others summarized an accompanying paper, while others spoke without text and, frequently, spontaneously. As with the written submissions, the comments made were moderate in tone; very few presentations were stridently given. Emphasis was placed, for the most part, on positive criticism accompanied by constructive suggestion. There appeared to be little, if any, reluctance on the part of the presenters to respond to any questions from a Commission moderator, or to state their positions unequivocally, and, at times, passionately.

Transcripts of the material presented at the hearings were taken and, as was done with the written submissions, studied by members of the Commission staff and the research teams. The material provided much useful information, and served to clarify many of the findings derived from the written submissions.

1.G.3 SCHOOL VISITS

The schedule of public hearings enabled the Commission to visit various schools located in the school districts in which hearings were held. Additionally, members of the research teams visited several schools as part of their Commission work. In all, 139 schools in 89 communities were visited.

These visits provided opportunities to observe a large number of classes at primary, intermediate, junior secondary, and senior secondary levels in public and non-public schools in both rural and urban areas. Many conversations were held with students—individually, in small groups, and with school student councils. The nature and quality of the students' work was noted by examining their exercise or note books and their class

projects, many of which were centred on a local issue or concern; hearing them read, spell, and solve problems at their desks, in small groups, or at the blackboard; and by seeing them writing essays, discussing historical and current events, performing experiments in the sciences, drawing and painting pictures and sculpturing figures, acting in drama and literature, typing office memos and balancing business ledgers, developing computer programs, and using microcomputers for word processing and to solve complex problems. Students were also observed drafting house plans and constructing scaled versions of houses, repairing motors, developing and cooking nutritional meals, designing and sewing clothes, and practising and performing their choral and band selections. The teachers and principals were always most cooperative in allowing us to move about the school and to observe and speak with their students. And students were equally responsive, eager to show their work and discuss our concerns and theirs.

On these visits the school buildings, grounds, and facilities were inspected and discussed with teachers, principals, and superintendents. Particular attention was given to the classrooms, laboratories, offices, libraries, activity rooms, gymnasiums, shops, music rooms, and to any other special rooms within a school. Health and social services, counselling, special needs services, athletics, and many other topics were discussed with teachers and principals.

We were often driven long distances by school superintendents in order to visit more remote rural schools. Some of the visits were, of necessity, brief; others were longer, lasting through one or two days. On all such visits, whether to large urban schools or to one-room schools in remote regions, whether for a short while or for a longer period, we were given every opportunity and assistance to gain as complete a knowledge as possible of the activity—learning and teaching—that was taking place in schools and of the way in which the schools were responding to the changes in society as the world moves from the Industrial Age to the Information Age.

1.G.4 ADDITIONAL MEETINGS

In a number of local centres, members of the Commission held meetings with groups of students, teachers, principals, superintendents, trustees, independent school officials, parents, and representatives of the local business and labour communities. Further, over the course of the Commission, additional meetings were held with representatives of government agencies and major provincial organizations with special expertise and interest in education, including: the Association of B.C. School Superintendents, the B.C. Teachers' Federation, the B.C. Principals and Vice-Principals Association, the B.C. School District Secretary-Treasurers Association, the B.C. School Trustees Association, the Federation of Independent School Associations, the B.C. Ministries of Education, Advanced Education, and Social Services and Housing, and the faculties of education from Simon Fraser University and the Universities of British Columbia and Victoria. At times, these meetings were arranged by the Commission to clarify points made in a written submission received beforehand.

Besides these group discussions, members of the Commission staff consulted several individuals with expertise in particular educational areas of interest—lifelong learning, special education, English as a Second Language, multiculturalism, Native education, educational governance, administration, and finance, buildings and facilities, distance education, technology in education, and in related areas such as health and social services. Conferences in Vancouver and Victoria afforded opportunities to confer with specialists from outside British Columbia, particularly on matters pertaining to curriculum, communication and technology, and school policy and administration.

1.G.5 RESEARCH LITERATURE

We recognized early in the Commission proceedings that a great deal of factual information was required to supplement that which was derived from submissions and hearings. Any thorough investigation must go beyond matters of opinion and obtain data from carefully conducted research to confirm or deny some of the statements made

in submissions and in hearings. This in no way denies the importance of the information obtained from presentations to the Commission. But statistical data and detailed information about the school system, independently collected and collated, were needed to reinforce material from other sources.

Throughout the whole period of the Commission's work, the Provincial Ministry of Education was most cooperative in supplying information upon a great many matters, without ever encroaching upon the prerogatives of the Commission. Valuable assistance was also provided by the Ministry of Economic Development and by Statistics Canada in furnishing needed statistical data.

In addition to these statistical data, the Commission sought and obtained a variety of educational reports from other provinces and jurisdictions outside of Canada. It was recognized from the outset that British Columbia could not simply copy another existing educational system with any likelihood of success. We would have been remiss, however, had information regarding these other systems not been obtained to gain whatever insights possible from comparing the British Columbia system with these other systems.

A vast accumulation of literature exists on education which contains within it insights for education in British Columbia. Numerous journal articles, books, bulletins, government reports, and reports from other sources were studied. I would like to thank the library staffs at the University of British Columbia, the University of Victoria, Simon Fraser University, the Ministry of Education, and other agencies for their assistance in providing these publications.

In addition to these printed sources of information, several research projects were currently under way in the province which bore on the issues being considered by the Commission. These studies dealt with such matters as technology in the schools, the delivery of instructional services to small secondary schools, open learning, and the use of educational indicators to monitor quality. Further, I commissioned several position papers on special topics, including lifelong learning, technology, distance education, and buildings and facilities. In every case, those concerned with the investigations were most



cooperative and willingly provided the Commission with needed data and information.

Because the Commission had to draw upon different sources for information, some of the statistical tabulations given in this report and supporting documents are not as directly comparable as would have been the case had the data been compiled from a single agency (e.g., Statistics Canada compared with Ministry of Education). To reconcile these findings would have been difficult and, in many cases, impossible.

1.G.6 COMMUNITY WORKING GROUPS AND STUDENT TASK FORCE

In the light of our concerns with parents' rights and responsibilities, the pre-school experiences of children, and the articulation between school and work, three working groups were appointed to advise the Commission on these issues. Composed of interested citizens and outstanding leaders in these fields, Community Working Groups were asked to suggest courses of action relevant to their area of expertise. Their reports are available as appendices to this report. The members of the working groups willingly gave time to the Commission; collectively, each team provided salient information with ideas and suggestions that could only have been so clearly presented through their shared and dedicated effort.

The Commission was similarly concerned that the views of students be heard, especially those just about to complete school; accordingly, a student task force was established for this purpose. Consisting of 54 senior secondary students selected from throughout the province, with representatives of both urban and rural and public and non-public schools, the assembly met for two days at the Jericho Hill School in Vancouver. Students from Seaquam Secondary School in Delta conducted the sessions and led their colleagues through a series of issues relevant to students in school. Their final report, also available as an appendix, provided a unique perspective on many of the issues raised during the Commission's work.

1.G.7 RESEARCH TEAMS

To assist me with my task, I appointed six research teams to address major issues within each of six broad areas related to education. Team members represented convergent nominations made by the major organizations in education in British Columbia, drawing on theoretical and practical expertise.

The research areas and team members are listed below:

British Columbia Schools and Society:
John Calam, Professor Emeritus, University of British Columbia
Thomas Fleming, University of Victoria

The Learners of British Columbia:
Tarrance Grieve, Kamloops School District
Ronald Marx, Simon Fraser University

Curriculum:
Terrence McBurney, Surrey School District
Antoinette Oberg, University of Victoria
Valerie Overgaard, Private Consultant
David Robitaille, University of British Columbia

Teachers:
Robin Brayne, North Vancouver School District
Jaap Tuinman, Simon Fraser University

Finance:
Peter Adams, Private Consultant
James Cutt, University of Victoria
James McRae, University of Victoria

Governance and Administration:
Elmer Froese, Burnaby School District
Arthur Kratzmann, Private Consultant
Jack Peach, Professor Emeritus, University of Manitoba
Vernon Storey, University of Victoria.

I asked these teams to address the following three questions for their areas:

1. What is the state of British Columbia schools in both the public and non-public sectors?
2. What is desirable for the schools of British Columbia (or, what ought to be the situation in British Columbia schools)?
3. What steps can be taken to approach this desired situation?

To answer these questions, the research teams systematically analyzed all the information described above. As well, the teams attended public hearings, visited schools, participated in conferences, reviewed research articles and reports pertinent to their own areas, consulted experts, commissioned their own position papers, and conducted their own research. One team, studying the learners of the province, interviewed a sample of 63 students purposely selected to represent the diversity of students attending our public and non-public schools, and their parents, teachers, and principals. The research team studying school curriculum visited 10 schools exemplary in a particular area such as the use of computers and technology in teaching, mathematics achievement, or reading instruction. The research team studying teachers' professional lives surveyed students graduating from university, students in pre-service teacher education, and beginning and practising teachers. The research team studying educational finance administered a questionnaire to and conducted follow-up interviews with officials in 15 school districts purposely selected to again represent the diversity inherent in the province's school system.

At the completion of its work, each team prepared a technical report containing the results of its analysis and interpretation of the vast quantity of information it amassed over the course of the study. Each report includes a series of suggestions designed to close the gap between "what is" and "what ought to be." These reports are available as appendices to this report.

1.H THE REPORT

Following submission of the six team reports described in the preceding section, representatives from each team systematically analyzed all reports to develop, in concert, an integrated set of suggestions for consideration. This process resulted in the formulation of a common set which served as the primary input to final recommendations.

This report is based upon information that was obtained from the various sources described above. Reflections on the various topics presented will be set forth in order to provide the reader with an understanding of the reasoning that led to the recommendations made. Descriptions of the present organization and procedures of the public system are presented as background for appraising recommended changes. However, references to the history of British Columbia's education system are limited only to those instances where they have some direct bearing upon the matters under consideration.

In drawing upon external sources of information, this report has avoided the use of footnotes and other characteristic features of works that are written by scholars for scholars. The technical reports of the research teams are fully annotated, and should be consulted by those who wish to examine any subject or issue in more depth.

The systematic analysis and interpretation of the vast amount of information that was made available, performed with the assistance of the members of the research teams, has been a formidable task. In the interest of clarity, this report endeavoured to avoid the use of technical terminology and to present the arguments, together with supporting data and information, in as direct and explicit a form as possible.

2

CHAPTER 2:

SOCIETY, SCHOOLS, AND THE LEARNER

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2. SOCIETY, SCHOOLS, AND THE LEARNER

2.A SOCIAL CAPITAL AND THE GOALS OF SOCIETY

All societies, whether civilized or primitive in their stages of development, seek to accomplish certain objectives. Apart from their general goals to sustain and perpetuate themselves as social and cultural entities, they attempt to make provision for the social, spiritual, physical, and material betterment of their citizens. They do so in a number of ways but principally through their major institutions—the home, religious organizations, voluntary groups, and, in modern societies particularly, through state-supported social service agencies. Each of these institutions in various ways contributes to what is known as the social capital of a society, or what may be otherwise defined as the general social investment in health, welfare, learning, or other forms of protection and care that a society bestows upon its members.

For much of human history, the family was the agency most responsible for the provision of this social capital. Children were educated and trained at home, taught how to work, and were generally sustained by whatever resources the family had to offer. Older people, too, were sheltered in their senior years within the context of a family structure that extended across generations. With the coming of the industrial age, however, and the shift from an agricultural to an industrial and service-type economy, the social cohesion and continuity afforded by the family, the land, and the small community began to break down in the face of urbanization and highly-differentiated kinds of employment. This important social change, which began in British Columbia in the late nineteenth and early twentieth centuries, led to the expansion of government involvement in areas of human development and support which were once the sole domain of the family. Since that time, the further specialization of work roles, the occupational mobility demanded by an increasingly sophisticated economy, together with fundamental changes in family and other social structures, has meant that modern society has come to rely more heavily on its publicly funded social service institutions to meet the physical, educational, social, and economic needs of its citizens.

The publicly supported and voluntary social service organizations found in British Columbia today differ little from those found in other regions of the Western industrialized world. What is important to understand, however, is that such agencies, no matter how well coordinated or effective in their operations, can only provide a part of the social capital that some children ordinarily receive in stable and enriched family environments. Not only are we obliged to acknowledge that some British Columbia youngsters in the late 1980s depend far more heavily on such non-family sources of nurture than do others, but we must also recognize that the relative absence or presence of this social capital in youngsters who attend school has, in some cases, immediate and profound implications for their ability to learn and for the school's effectiveness in teaching them. In other words, the variations that already exist in children's learning patterns may be further accentuated by social and other contextual factors that handicap some youngsters and advantage others. In short, no discussion of provincial schooling or the purposes of education can proceed in any meaningful way without first recognizing the importance of this social capital and how it affects children's lives, their capacity to learn, and the character of the schools they attend.

2.B FACTORS SHAPING BRITISH COLUMBIA SCHOOLS AND SOCIETY

To understand the character of British Columbia education today, we must first understand that British Columbia schools are part of a complex provincial society that has been shaped by a variety of geographic, economic, and social forces. Within the following pages, an attempt will be made to identify some of the major factors that have shaped and continue to shape the character of schooling in British Columbia and to examine the role that schools have come to play in our lives. This discussion is intended to familiarize the reader with the general background or context necessary to understand the issues singled out by the Commission for special consideration later in this report and to suggest the nature of the relationship between schools and the provincial society they serve.



2.B.1 GEOGRAPHY

In beginning this discussion, it should be noted that few factors have had greater impact on provincial development, in schooling or in other areas, than British Columbia's own unique geography and topography. From the establishment of the first schools in the 1850s to the present day, government and school leaders have wrestled with the question of how to deliver and administer school services efficiently across a province which occupies almost 10% of Canada's land surface. It is nearly quadruple the size of Great Britain, 2.5 times larger than Japan, and larger than all U.S. states except Alaska. Only 30 nations are larger than B.C. Problems of size and distance, formidable in themselves, have been compounded by other factors, not the least of which has been the province's rugged physical landscape: the high mountains, steep valleys, dense forests, and surging rivers which characterize British Columbia from the 49th to the 60th parallel and from the Pacific Ocean to the Rocky Mountains. Because this spectacular and changing landscape has been rich in natural resources, and because these natural resources have long been the mainstay of the provincial economy, settlement has often been diffuse and isolated. Communities have developed along small coastal inlets close to fishing grounds, in isolated valleys where fir and cedar stand in abundance, in semi-arid rangeland vast enough to support the needs of ranchers, and in the harsh regions of the north where geological deposits are rich. Such natural barriers, and a population thinly scattered across much of the province, have had important influences on the course and character of provincial life. Most obviously, they have posed enormous problems to do with cost and access in delivering educational and social services and, in their own way, they have also fostered strong regional and local identities among people in various parts of the province. Indeed, since the time John Jessop, the first provincial superintendent of education, made his rounds to outlying rural and isolated schools in the late nineteenth

century, British Columbians have wrestled with the problem of trying to provide equality of educational opportunity and equitable resources to interior, northern, and isolated communities. Then as now, this problem, with the issues of affordability and access it suggests, has remained one of the most difficult educational questions to solve.

2.B.2 CULTURAL HERITAGE

As geography and distance have shaped regional identities within provincial boundaries, the social character of the province itself has been shaped and enriched in a larger sense by its own diverse cultural heritage. This diversity in language, culture, and race has long been part of the British Columbia experience and, no doubt, distinguishes us from other parts of the world where this tradition of cultural pluralism may be less evident.

The historical roots of multiculturalism in this province may be traced to the distant past, when the ancestors of today's First Nations People established their settlements in the region that is now British Columbia. In these earlier epochs, perhaps as many as 800,000 Native People lived in coastal and interior communities, representing a cultural diversity that even then existed and was reflected in the different beliefs, customs, legends, and other cultural expressions of the different civilizations.

Many centuries later, in the early modern age, the second chapter in the story of British Columbia multiculturalism began when the first waves of European navigators contacted the indigenous people; it continued through the subsequent eras of missionary activity, colonial settlement, and exploration for gold. Confederation and the completion of the transcontinental railway in the late nineteenth century, in turn, brought new non-European settlers from beyond the mountains to the shores of the Pacific.

Two events in the twentieth century, however, have been among the most instrumental in transforming British Columbia into the truly multicultural province it is today.



The first of these involved the changing patterns of Canadian immigration after World War II, particularly in the late 1950s, late 1960s, and late 1970s when hundreds of thousands of New Canadians arrived in British Columbia and elsewhere across the country to start fresh lives.

If we compare, for example, the province's social composition in 1961 with its social composition in 1986, a quarter of a century later, we can see some significant changes in the ethnic origins of the major groups comprising the provincial population. Over this period, for example, the percentage of people of British origin rose from 57.7% to 61.8% of the total population; those of German descent declined from 7.3% to 5.2%; those of Scandinavian heritage declined from 5.9% to 1.8%; those of French heritage declined from 4.1% to 2.4%. First Nations People declined from 2.4% to 2.1%; those of Chinese descent increased from 1.5% to 4.0%. It should also be noted that "South Asians," a classification of ethnicity not represented in 1961 among the 10 largest ethnic groups in the province, constituted 2.4% of the provincial population by 1986.

As Table 2.1 below illustrates, figures signalling the decline in percentage of total provincial population for certain ethnic groups do not necessarily mean a decline in the actual numbers of people within such heritage groups between 1961 to 1986. What the figures do mean, simply, is that a decline has occurred in the proportional size of such groups relative to the size of the general population, which itself has increased from 1,629,082 to 2,849,585—a growth of over 81%. It should further be noted that Table 2.1 illustrates the origins of only the major cultural groups and does not reflect the true range of ethnic diversity actually found within the province in recent decades. Apart from the major groups listed below, an additional 38 cultural groups (several of a composite nature) are represented today within the provincial population. Seven of these smaller groups—Polish, Japanese, Filipino, Portuguese, Russian, Hungarian, and Jewish—have populations of 10,000 to 20,000 people, significant communities by any measure.

TABLE 2.1: Ethnic Composition of British Columbia, 1961 and 1986

<i>Ethnic Group</i>	<i>1961</i>		<i>1986</i>	
	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>
<i>British</i>	939,269	57.7	1,759,810	61.8
<i>German</i>	118,926	7.3	148,280	5.2
<i>Chinese</i>	24,227	1.5	112,605	4.0
<i>South Asians</i>	-	- ^a	69,250	2.4
<i>French</i>	66,970	4.1	68,965	2.4
<i>Netherlands</i>	60,176	3.7	62,945	2.2
<i>First Nations</i>	38,814	2.4	61,130	2.1
<i>Scandinavian</i>	96,792	5.9	52,560	1.8
<i>Ukrainian</i>	35,640	2.2	48,200	1.7
<i>Italian</i>	38,399	2.4	46,755	1.6
<i>Russian</i>	27,448	1.7	-	- ^b

Source: Statistics Canada

NOTE: Ethnic groups listed in descending order of 1986 population.

^aInsufficient number in 1961 to warrant separate category.

^bNot among the 10 largest ethnic group populations in 1986.

The second factor which ensured the multicultural character of British Columbian and, indeed, of Canadian life in general was the somewhat unanticipated emergence of a federal multicultural policy two decades ago. To resolve the English-French tensions that marked Canadian society in the early 1960s, a Royal Commission on Bilingualism and Biculturalism was established in 1963. Over the course of its hearings, the Commission became aware that considerable numbers of Canadians who were neither English nor French in origin saw in the two-languages, two-cultures notion a certain disparagement of their own cultural roots. Responding to this sentiment, the government of the day embraced a broader policy of multiculturalism within a bilingual framework; by 1971, the appointment of a Minister of State for



Multiculturalism and the establishment of a permanent directorate formally recognized the fact that Canada had become a multicultural nation. Important in this regard, also, has been the recent enshrinement of legal protections for minority cultures in the *Charter of Rights and Freedoms*.

Nevertheless, even before the emergence of a federal policy for multiculturalism, and even before the most recent waves of immigration, we expected schools to help ease newcomers into the mainstream of provincial and national life. Immigrants, too, have long considered schools as institutional gateways to a better future for themselves and for their families. In these two respects, perhaps, our broad objectives have not changed greatly; schools still wrestle with problems associated with bringing people of diverse backgrounds together for the purpose of learning, and schools still endeavour to provide youngsters of many origins with opportunities for their full social and individual development as they did a century ago.

What has changed, however, is that they do so today within a social and legal context that, more than ever before, acknowledges and celebrates the social diversity that distinguishes us as a province and as a nation. Moreover, as a society, we are no longer prepared to surrender our pluralistic values and perspectives simply to satisfy organizational needs for standardization or conformity. Rather, we look to the schools to help us sustain a climate in which racial, religious, and linguistic differences will be both understood and appreciated, even if such differences are not easily accommodated within the framework of any one system. We have come to accept that the expression of cultural pluralism will be made manifest as differences in social and religious values, differences in relationships between home and school, and differences in perceptions about the role of school in children's lives—and that these differences will, at times, require mediation as we try to find common paths among uncommon positions.

Furthermore, this commitment to multiculturalism means that we also look to schools to foster healthy inter-group attitudes, to break down cultural stereotyping, and to organize themselves in ways that ensure equality of treatment and equality of

access for all minorities. This commitment means, too, that we look to schools to preserve diverse cultural heritages through language instruction and through other studies in history, geography, art, music, or drama to remind us who we are today and from what culture we once came. Similarly, it means also that we look to schools to help solve the special learning problems faced by some minorities. And, finally, we look to the schools to do all these things without obscuring their larger educational vision. As one scholar nicely summarized it: "the challenges to schools and educators in this context are imposing: how to go about the business of insuring appropriate reflection of this diversity without losing sight of the larger aims of educating for a productive, socially responsible citizenry."

2.B.3 ECONOMICS

Like geography and culture, economics, too, directly and indirectly shapes the context in which schools operate. Under the terms of the *British North America Act*, the provision of schooling was defined as a provincial responsibility and as subject to the control of provincial authorities. Historically, at least, the extent to which the province has been able to support its schools has been tied to the strength of the provincial economy. In British Columbia, a province long dependent for much of its operating revenue on the productivity of the resource industries, support for schooling and for other services has been influenced by international demands for our natural exports. An historical reliance on the primary industries, rather than on a secondary manufacturing sector, has meant that provincial revenues can rise or fall sharply in response to international conditions, and consequently that government funding for programs of various kinds, including education, can rise and fall in corresponding fashion. This characteristic is not unique to British Columbia, or even to Western Canada, a region generally affected by the strength or weakness of resource markets; it is shared by jurisdictions around the world marked by "cash crop" economies and "boom and bust" economic cycles. In other words, the level of investment we can make in schooling, or in other vital areas such as health care, is shaped considerably by economic factors outside the



province's control. Governments, like the constituents they represent, do not enjoy unlimited spending powers and are forced to allocate their resources carefully and to establish a system of social priorities to meet the comprehensive needs of a complex society.

Provincial economic development has also, in subtle ways, shaped provincial views about the support and value of learning. From the fur trade and the gold rush era more than a century ago, British Columbians have earned their living with their hands. In a frontier society, made up principally of immigrant peoples, emphasis was placed first on the practicalities of survival. For many newcomers, schooling was viewed as a luxury that could rarely be afforded beyond elementary or junior grades; the great and immediate promise of the province seemed to lie in the forests, in the mines, in the ocean. The path to provincial or individual prosperity, many felt, lay in doing something, not in thinking about it or studying it.

This view is easily understandable given the province's frontier heritage, its abundant natural resources, and the presence of a success-seeking population blessed more by its capacity and willingness to work hard than by fortunes of birth. What this has meant, however, is that there has been a subtle but powerful and longstanding tension between the call of the frontier and the call of the school bell; perhaps the forces of our own history have caused us to overlook somewhat the important contributions men and women of science and letters have made over time to the economic and cultural wealth of the province. From the establishment of the first schools more than a century ago in Fort Victoria to the recently constructed schools of Tumbler Ridge, the relationship between British Columbia schools and the frontier has remained an intimate one, a relationship that continues in many ways to shape how we view education.

2.B.4 KNOWLEDGE AND WORK

Recent international developments, however, put into sharper focus the relationship between learning and British Columbia's economic prospects. Natural resources, as they have in the past, will no doubt continue to provide considerable employment; however, recent advances in technology and

automation, as well as a broad international shift to economies based increasingly on information and knowledge, rather than on resources or manufacturing, have serious implications for the provincial future and for the role that schools or other learning agencies will play in our lives.

Writers on science, technology, and society now inform us daily that we are in the early stages of a tremendous technological revolution, a revolution that promises to be as significant in its impact as the industrial revolution that ushered in the machine age more than a century ago. People today speak of nations and individuals who may become "knowledge rich" or "knowledge poor" as a result of their commitment toward developing intellectual and technical expertise. At the same time, social, business, and educational leaders emphasize the concept of lifelong learning and sketch out a world to come in which greater numbers of us will be involved in some form of learning for much of our lives, at home, at work, or in more formal educational settings. If we accept current forecasts about the importance of a knowledge-based economy, about the prospects of "de-skilling" and the net export of skilled jobs from North America to other regions, or about the likelihood that mobility within and across careers will increase, then the idea of lifelong learning and the need for continual growth in knowledge and skills holds special meaning for practical and other reasons.

Recent statistical evidence illustrates the difficulty of entering the labour force with minimal qualifications as well as the general upgrading of educational credentials now taking place. Between 1976 and 1986, for example, the percentage of the provincial labour force with eight or fewer years of schooling declined from 11.9% to 6.4%; the number of workers with some post-secondary education rose from 11.9% to 13.9%; and the percentage of the labour force with a university degree increased from 10.0% to 14.9%. Further labour force data reveal that provincial unemployment remains highest for those individuals with low levels of education and that, as educational levels increase, unemployment rates decrease. In 1987, for example, 17.5% of workers with eight or fewer years of schooling were unemployed in the 25 to 54 age group, as compared to only



12.6% who completed high school, 9.9% who had some post-secondary education, or 6.3% who held a university degree. Statistical data also point to the fact that young people are generally more likely to be unemployed than older individuals. Greater Vancouver unemployment rates for February 1987 suggest, for example, that 23% of the under-25 age group are unemployed, compared to 13% of the group 25 to 44 years of age, and 10% of the group 45 to 54 years of age.

Labour force data likewise show some important shifts in recent years in various employment sectors of the British Columbia economy. For example, in 1986 there were 5,600 fewer jobs in the primary resource industries than in 1979; there were 27,100 fewer jobs in provincial manufacturing, 7,300 fewer jobs in construction, and 500 fewer jobs in transportation. Over the same period, however, new jobs were created in other sectors. The number of jobs in agriculture, for example, increased by 8,500; jobs in trade increased by 29,700; jobs in finance, insurance, and real estate increased by 16,800; and 108,600 new positions were created in the sector consisting of community, business, and personal services.

Such figures suggest several important trends. First, a decided provincial decline in employment in export industries, which in earlier days traditionally provided work opportunities for young, unskilled labour; second, that much of the recent growth in provincial employment has taken place in service industries and in industries that require educated workers or workers with some form of advanced skills; and, third, that the volatility within the overall economy itself suggests the need for a broader range of skills and competencies on the part of young people especially. Such an employment environment and the likelihood of intensified economic competition from other regions around the world argues strongly for providing higher levels of education for the young and for equipping them with the kind of educational preparation that will help them adapt to change, learn new skills as employment circumstances demand, and become generally more entrepreneurial in their attitudes toward work and in establishing themselves in a career.

In public hearings and in written submissions presented to the Commission, British

Columbians addressed the relationship between work and schooling in various ways. Some complained that school programs, as presently constructed, were insufficient in preparing young people to become part of the labour force, or otherwise failed to provide youngsters with the sense of vision, purpose, and flexibility necessary for them to adapt to changes that now characterize the working world. Others called for stronger school work experience and vocational programs and, in some cases, noted that the current secondary school curriculum was generally structured to satisfy entrance requirements to post-secondary institutions and did little to assist the majority of students (more than 60%) who enter the work force directly from high school. Students themselves, in various parts of the province, endorsed work-study programs, in one instance calling for a full-time co-ordinator of employment to help with transitions from school to work.

In contrast, other submissions argued that it was not the role of schools simply to train students "to slip easily into jobs." What schools should do, some parents said, was to teach youngsters "how to think" and how to integrate their educational experiences in such a way so that they could readily learn the specific skills and bodies of knowledge required by the particular fields of work they entered. The important relationships between work and school, of course, touch upon basic issues to do with the purposes of schooling and the nature of the school curriculum and will be dealt with more comprehensively in Chapter 5 of this report.

2.B.5 THE FAMILY

Perhaps no social institution in North America has changed more dramatically since mid-century than the family. In broad terms, the family of the early 1950s, for example, was typically presided over by two parents—one a homemaker, the other a breadwinner. For the most part, the family life of two adults and three children was secure and predictable, with families often residing in one or two communities for much of their lives. Marriages often followed a long period of courtship, extended sometimes by a need to save money for a house and furniture, to train for a job, or even to emigrate from a foreign



land. Marriages generally endured; divorce or separation was considered cause for social disapproval.

Domestic life was typically characterized by a division of labour. Women cared for children, cooked, shopped, and cleaned the house; men took care of the household accounts, performed the more strenuous chores, transacted business, and disciplined children. Work patterns were similarly divided. Men went to work; women, in the main, stayed at home after marriage. Middle-class values were well entrenched throughout society. Parents generally encouraged their children to work diligently, to succeed in school, and to prepare for the world of work. Both parents and children usually shared high expectations for the future and saw schooling as a form of apprenticeship for working life, the child's books and lunch bag roughly equivalent to the father's briefcase, tools, or lunch bucket. Within such a context, the authority or wisdom of the school was rarely questioned—the family and the school combined their efforts to guide children into adulthood and to secure the promise and success of the next generation.

Many social changes have taken place since this time, of course, with the result that the family of the late 1980s is a different institution from the family of three decades ago. For example, families today are smaller in size than in the past. Despite the fact that the total number of families increased from 1971 to 1986, the total number of people in families decreased from 3.5 people in 1971 to 3.0 people in 1986. Further, between 1981 to 1986, the number of single- or lone-parent families increased by 22.8%; during the same period husband-and-wife families increased only 4.7%. Of the total number of lone-parent families, about 82% are headed by women; nationally, 62% of the latter group are estimated to be living below the poverty line. Also from 1981 to 1986, the number of childless families outgrew the number of families with children—8.6% compared to 5.5%. Finally, of the families with children in 1986, only 3.0% were families with children of school age.

The very nature of the family structure has changed. Though marriage remains popular, the number of marriages which end in divorce has increased significantly: between

1971 and 1983, for example, the divorce rate nearly doubled, while the number of marriages remained essentially unchanged. In 1984, one of every three marriages ended in divorce. Common-law relationships appear to be becoming more popular; the number of such unions increased from just over 11% of all unmarried persons, 15 years of age or older, to 13% between 1981 and 1986; in 1986, one in 12 couples lived common-law.

The nature of family life has also been appreciably shaped by important changes in the status of women and by the role women now play in provincial economic life. Occupations and careers once the domain of men (including architecture, engineering, economics, law, medicine, dentistry, pharmacy, bus driving, carpentry, and police service, to name but a few) have been opened to women, who now pursue these and other educational, business, and professional opportunities that were relatively rare a generation ago.

The extent of the growth in the participation rate for women in the workplace in recent years and its potential influence for schools can be seen in the following statistics. In Canada, between 1975 and 1983, for example, labour force participation by women rose 15% for women aged 25 to 44, and about 12% for women 45 to 54 years of age. In 1983, 51.5% of married women with pre-school children were participating in the labour force, compared to 34.1% in 1975. For married women with children aged 6 to 15 years, the participation rate changed from 47.0% in 1975 to 61.4% in 1983. Slightly more than half, 50.8%, of women with pre-school children and no husband at home were working in 1983; the corresponding percentage for single mothers with children aged 6 to 15 was 65.5%. Turning to British Columbia, 42.5% of all women were working outside their homes in 1985. Of women with families, more than half, 54.5%, were gainfully employed—49.5% of the women with children under 3; 55.0% with children 3 to 5 years of age; and 69.1% with children 6 to 15. While women enter the labour force for a complex variety of reasons, the two most prominent, and not mutually exclusive, factors are financial necessity and personal or self-fulfilment. The level of participation by women in the workplace clearly represents a departure from the past and has resulted in



the redefinition of family roles and in changed patterns of child rearing and supervision.

The changes in family structure, together with the need for increasing numbers of women with children of pre-school and school age to work outside their homes, appear to be irreversible and have important meanings for education. For example, certain aspects of child nurture, once a prerogative of families, have been transferred to the schools. Such views were made evident to the Commission in school visits, in conversations with teachers and school officials, and in the submissions made at public hearings. For example, at hearings, the introductory comment "I am a single parent" was often followed by an appeal for the school to recognize the need for pre-school or kindergarten classes, lunch programs, after-school events, busing, or counselling on topics related to general conduct, health, school programming, or future careers.

School visits likewise supported similar kinds of observations. Faced with significant numbers of children from lone-parent, poor, or otherwise hard-pressed families, as well as with more general responsibilities to keep parents informed of children's development, teachers frequently stressed the pedagogical repercussion of performing *in loco parentis* many functions once belonging entirely to families. Experienced teachers declared that considerable numbers of children today were not always "ready" for school in that their modes of behaviour, levels of self-sufficiency, and attitudes toward their work generally impeded their academic progress. Students themselves also understood the meaning of recent changes in family life and its implications for the schools. Many, for example, called for school study halls to counteract lack of study facilities at home; an "umbrella course" in parenting, sex education, AIDS education, and consumer skills; assistance in academic, personal, and career counselling; and for schools and school libraries to remain open longer. The school, in effect, has come to be viewed, even by students themselves, as a haven in an uncertain world—a world in which family life is in transition.

In summary, then, new social forces, some disruptive in nature, have transformed the family from a generally stable social unit, which ideally provided children with the

means for growth and subsistence as well as the confidence to participate in the social life of the community, to a more fragile institution, which may not always have the resources to ensure the proper development of the young or their preparedness to succeed in school. Moreover, the traditional role of the family as the principal agency of social security for the young as well as the old has changed over the last half-century as health, pension, compensation, unemployment, and other government social-security programs have become so entrenched that they have reduced the family's longstanding welfare functions to the incidental in many respects.

2.B.6 LEISURE

British Columbia today is clearly a society concerned with leisure. This emphasis, although now common to the Western world in general, is reinforced within the province by a climate and topography which accommodate summer and winter sports, as well as by historically established athletic traditions. Various indices testify to the importance of leisure as a provincial priority. British Columbians, for example, spend more on recreation than Canadians do nationally. An annual library book circulation of 9.33 books per capita provincially is higher than both Ontario (7.34) and Canadian (6.22) averages. Average circulation per issue of provincial daily newspapers in 1984 stood at 212 per 1,000 population, similar to the national average; the same measure for non-daily newspapers, however, was 886, greater than both the Canadian average (618) and the Ontario average (615). In 1985, British Columbia reported the highest user rate of cable television, with over 80% of all households subscribing compared with 62% nationally and 68% in Ontario. In 1984, British Columbia had a greater number of movie theatres (4.6 per 100,000 population) than Ontario (4.0) and slightly more than the national average (4.4). Cinema attendance in British Columbia (3.5 times per year) was similar to Ontario and higher than Canada in general (2.9).

Such pursuits, of course, are supplemented by various other activities, including fishing, sailing, skiing, hiking, camping, hunting, racquet sports, and gardening. Altogether, they suggest the portrait of a province



in which many people's social aspirations, as well as the general provincial view of what constitutes the good life, are closely associated with the idea of leisure.

Our fascination with leisure is relatively recent in origin. In pioneer British Columbia society, and even during the first decades of this century, leisure time was scarce for most people and frequently bound up in productive pastimes such as knitting or growing a vegetable garden. In the past, when 10-hour days, six-day weeks, and 49-week years characterized most people's working lives, there was little chance to do much of anything that could not be classified as work. Work, in fact, drove the entire social machinery. However, with the introduction of reduced working hours, electric lighting, daylight saving time, the advent of radios and other appliances, as well as the overall evolution from an agricultural and rural economy to one that was industrialized and urban-centred, the meaning of leisure changed.

In the British Columbia of earlier decades, leisure, especially for the young, was associated with family and neighbourhood life. Children, when not at school or conscripted to assist in household chores, generally played in close proximity to their homes and were part of a world whose limits were generally defined by relationships with parents, other family members, and the youngsters with whom they attended school. Within this relatively small world of family and community, they learned certain customs, behaviours, and values.

Today, the rhythm of children's lives is no longer as closely tied to family activity and location as it once was. Research suggests that children's use of leisure is becoming more stratified along age lines and that this stratification separates children increasingly from home and parents. Children, too, are sometimes further segregated from family life by the way adults spend their own leisure time and by other social developments which have reduced not only the presence and influence of the extended family, but also opportunities for social interchange across generations.

In the 1980s, youngsters of all ages are involved in various organized and unorganized leisure activities, many of which

take place away from the home. Leisure, for some, consists of music or dance lessons, sports, hobbies, or attendance at assorted community or social events. For others, it means time to meet friends or to congregate in shopping malls or arcades with people their own age. Generally, the location of such activities away from the home means that youngsters spend more time outside the family constellation than they once did and that, even when they are in adult company, these adults are not necessarily family members but, more likely, individuals connected to some specific form of entertainment or leisure.

The fact that leisure has become an integral part of our lives has obvious and important implications for schools. For one thing, schools in the 1980s function within a social context in which the work ethic is no longer as dominant as it once was. In recent years, British Columbians have increasingly sought to balance work and career aspirations with quality-of-life considerations, frequently viewed as opportunities for leisure. This means, of course, that schools must address objectives to do with the social and personal development of the young, as well as more traditional objectives to do with transmission of knowledge and intellectual development. Operating within a leisure-oriented society also makes it more difficult for schools to insist upon rigorous work habits for pupils; in a society where the idea of play is celebrated so widely, the meaning of work is not always readily apparent to youngsters.

Schools, too, are increasingly asked to respond to changes in family and work life by expanding their custodial and monitorial roles in children's lives. As single-parents or both parents may be working, new pressures are being placed upon schools to lengthen their hours of operation, or to offer structured extracurricular sports and other after-school activities to compensate for levels of care and supervision traditionally provided by families but no longer available. An emphasis on leisure also has generally opened up discussions about the school's role in various aspects of health and lifestyle education and has led to new courses, or instructional units within courses, targeted toward reducing unwanted pregnancies or health risks for



youngsters, or otherwise alerting them to the physical and psychological dangers of substance abuse.

New pressure is also being brought to bear on schools to educate youngsters and people generally in the productive uses of leisure time. Part of this pressure stems from the fact that our social ethic about work, as well as our conditions and hours of work, have changed appreciably in recent years. In making the transition from a work-oriented culture to one that is now more leisure conscious, individuals are faced with learning how to use increasing amounts of non-working time in ways that enhance their lives. Not surprisingly, public attention has turned to the prospects for greater personal enrichment through formal and informal education. Thousands of British Columbians, today, in fact, spend increasing amounts of their leisure time pursuing general-interest educational activities. This may take the form of watching television programs of an educational nature, enrolling in part-time formal study, undertaking self-directed learning projects, or teaching themselves how to play a sport or a musical instrument.

Part of this pressure, too, may be traced to the significant changes in life expectancy rates which have occurred over the past half century. In the early 1930s, for example, life expectancy rates were calculated at 62.2 and 65.3 years for men and women respectively; by the mid-1980s, these rates had increased to 74.2 years for men, and 80.6 years for women, a difference of 12 and 15 years respectively. This trend, moreover, is anticipated to continue, although at a slower rate.

Finally, when coupled with other factors, such as the general lowering of the retirement age and the improvement of medical services, it is apparent that greater numbers of people are living longer lives in which they enjoy considerably greater amounts of time for leisure. A demographic change of this order and magnitude cannot help but ultimately shape our health, educational, and other social institutions in important ways, and cannot help but lead to new demands on institutions for policies and services which reflect such change.

2.B.7 TECHNOLOGY IN EDUCATION

As in all modern societies, British Columbia is in the midst of a profound and, some would argue, radical shift in the foundations of its economic and social life. We have come to rely progressively more on the creation, communication, and consumption of information as a source of employment, wealth, and social progress, and less on the consumption of primary resources and the exploitation of physical labour. This trend will almost certainly continue. Viewed close up, this is a time of rapid change; we are inextricably and quickly being drawn into an information-based society.

Underlying this transition is a new communications structure which is as important to the information age as rivers, railways, highways, and airways were to the industrial age. The means for creating, storing, and exchanging information range in power from the telephones and television sets in our homes to automatic tellers in our banks and point-of-sale terminals in our stores, from word processors, desktop computers, and facsimile machines used in our offices to robotics used in our factories and industrial minicomputers and giant supercomputers used by complex national and multi-national companies—and by our governments to deliver social services, monitor transportation systems, and predict weather.

The changes in our economic and social life which are being brought by such new and growing computer-based communications networks should be of concern to the people of British Columbia, since the networks affect the way we live, the way we work, how we interact with others close to us and far away, how we use our leisure time, and how we are educated. The information age will change our political life, just as much as it will change our community and society. If we remain true to our democratic traditions, the information age will put an increasing emphasis on informed public discussions and debate as a pre-condition to effective political decision-making.

Being knowledgeable will become less important than being capable of quickly and efficiently processing and assessing information effectively to solve problems and make sound decisions. It is estimated that the world's stock of information is now doubling



every two years. Specific knowledge and skills will not and cannot be as important as the ability to recognize and select relevant information; analyze it for its reasonableness, reliability, and validity; evaluate the dependability of resources used and their degree of bias; and devise and plan appropriate procedures for further dealing with the problem(s) or issue(s) at hand. Schools, and their curricula, will need to become more process-oriented, placing emphasis more on thinking, problem-solving, and decision-making, and less on acquisition of content and subject matter.

That British Columbia schools have entered the information age is undeniable. Today, an estimated 21,000 microcomputers are in use for instructional purposes. Computer Studies 11 enjoys international acclaim. Special education teachers are active in the use of technological innovation—visual speech for the hearing impaired, computer-aided learning for slow learners and the learning-impaired—in their quest for optimal learning opportunities for disadvantaged youngsters. So, too, are our regular teachers. We saw many fine examples of word processing, computer-aided learning, architectural design, developing and maintaining financial ledgers, and computer-generated graphics and digital music systems. Students and teachers in one school regularly communicate with students and teachers in other schools in our province and in other provinces and beyond. But there is much more to be done if we are to maintain our place in a world marked by the ever-increasing development and change of modern computer-based communication systems and, as a consequence, their impact on almost every aspect of our lives. We are reminded constantly that the major educational challenge of our time is the development of the human capacity to shape wisely and adapt actively to this rapid change.

2.C THE COMMUNITY, THE SCHOOL, AND THE INDIVIDUAL

British Columbians, like people elsewhere, have long looked to schools as important social institutions, as pivots upon which communities turn. This was true in the early days of provincial settlement when rural life often centred around

the one-room schoolhouse. Such buildings, generally primitive in character, served various purposes: a simple rearrangement of pupils' desks allowed the school to become a meeting-hall for loggers, fishermen, ranchers, or miners who worked nearby or, on festive occasions, a place where local dances, musical performances, or school plays could be held. For many years, in many communities, schools and the schoolmistresses who taught there embodied whatever formal aspects of culture and learning could be found on the frontier. In remote towns and villages, it was not uncommon for teachers to write letters home for those who could not do so themselves, or to lend a book to someone other than a child who sought momentary refuge from the hardships of work and rural isolation. Schools, in fact, pioneered the public library system in many hinterland parts of the province during the early decades of the twentieth century.

In certain respects, not much has changed. Even as we approach the beginning of a new millennium, we continue to look to the school, as we have in the past, to help sustain the social life of communities in various ways. Through the provision of opportunities for recreation, adult education programs for language acquisition or lifelong learning, classes for parenting, extracurricular activities for children, or simply as a place for civic meetings, the school remains an institution that pulls people and communities together, an institution that stands at the crossroads of individualism and cooperation. The importance of the school in these respects was emphasized repeatedly in submissions to the Commission. One parent put it this way: "You change the school and you change the whole community." Another said: "School closure is . . . the death of small towns."

In this regard, the Commission has a considered view on the maximum size of schools. Although school size is often a consequence of demographics rather than choice, particularly in rural British Columbia, we think that elementary schools should be small, family-oriented, and able to respond in a personal way to their learners and their immediate communities. Once elementary schools start enrolling more than 300 students, and ideally we would set that figure lower, degrees of warmth and intimacy are more difficult to achieve. Small is indeed beautiful.

Secondary schools have, of course, the added burden of extended program offerings and the



problem of meeting the diverse interests of students. Yet, here too, we think that more important elements of human relationships and schooling should not be sacrificed to curriculum. Ideally, secondary schools should be as small as feasible given that they must try to offer a reasonable breadth of course offerings and we urge school districts and the Ministry of Education in their plans and arrangements to take these sentiments to heart.

In an age characterized by important changes within the family unit, and by a sense of alienation among many young people, the spirit of community offered by small schools is of paramount concern to this Commission.

Broad social changes have prompted renewed public interest in the school's capacity to help preserve, or even restore, ideas about community which we hold dear. The growth in urbanization, population, occupational and social differentiation, and social diversity and ethnicity have led in recent years, some social theorists suggest, to a vanishing sense of community and to a weakening of the social and ethical bonds that hold us together. The concept of community, these critics warn, is an elusive one. It involves in tangible and fragile ways the network of human relationships that sustain and guide us, relationships that make us feel that we belong somewhere with someone or something. It is a concept that contains within it a shared sense of values and purpose, some common behaviours and rules, and a sense of common identity. It is a concept embodied most visibly in the social institutions we create—the home, the church, the school, as well as the other agencies we contract to undertake together what it would be difficult to accomplish alone.

Strong historical tendencies toward excessive individualism in our culture, such critics go on to claim, as well as the gradual emergence of a Western culture in which desires for self-actualization and materialism are becoming narcissistic in character, have created deep social divisions that have undermined our commitment to the common good and to the communities in which we live. In many respects, the question of how to achieve the greatest public good becomes one of balancing, on one hand, the aspirations of a diverse, individualistic culture composed of pluralistic values and behaviours with a general understanding and commitment to certain common values and behaviours, on the other.

This balance certainly has important

implications for the school and for the curriculum which, in many ways, constitutes the core of the school's purpose. It suggests, for one thing, that schools and school curricula should be diverse enough to allow for individual interests, abilities, and differences, as well as flexible enough to accommodate parent and pupil rights of choice which remain fundamental to any democratic, pluralistic state. Alternatively, it suggests, also, that the expression of such choice and diversity must not lead to social fragmentation or to threats to the commonweal. Strictures must therefore be placed to ensure that all youngsters are taught something about the common values, social behaviours, and intellectual and other traditions which support the common good in community, province, and nation. Simply put, variation and autonomy in the character and governance of schools must, by necessity, coexist with requirements which ensure that certain standards are met and that certain curricular elements form a part of every child's basic education.

Apart from broad social developments, significant and recent changes in family life have also focussed attention on the school's place in the contemporary community. As noted earlier in this chapter, many families are more dependent on schools today than ever before. The advent of two working parents, a rise in the number of lone-parents, the emergence of a new emphasis on individual careers, earning power, and the use of leisure have led, in some cases, to an apparent weakening in family bonds and to diminished levels of parental responsibility. As a consequence of such changes, schools have increasingly been expected to assume a larger role in child rearing, the nurture of the young, and the supervision of youngsters' play activities.

Current public expectations to do with enlarging the school's social role are, perhaps, most comprehensively expressed in the community school concept. Broadly defined, it is believed that such a school should "concern itself with everything that affects the well-being of all citizens within a given community." Community schools may be said to operate according to certain basic premises—that learning is a lifelong process; that people enjoy superior citizenship when they help make educational decisions which affect their lives; that communities contain many important human, institutional, and material resources of interest to school children; and that a local school can "serve as a catalyst for bringing community resources to bear on community



problems." An additional advantage is said to be that community schools can reach out to the 70% to 80% of local residents who have no children in the school, serve their interests as well, tap their skills, and seek their advice. Besides these mutually beneficial services, proponents of such schools assume that the children who attend them acquire a more receptive attitude to education when they "see their school used by people of all ages," find more meaning in formal education when they see it "integrated with other aspects of their daily lives," and feel prouder of their school when they see it "used and valued by the community."

The establishment of community schools in British Columbia dates back to 1973; today, at least nine school districts (including Vancouver, Burnaby, North Vancouver, Nanaimo, Victoria, Sooke, Terrace, Powell River, and Prince George) operate such schools. What do such community schools look like and what do they do? An impressive example is East Vancouver's Britannia Community School, a magnificent complex of classrooms and administrative offices in and around the old school surrounded by facilities for meetings, swimming, skating, gymnastics, and other activities. These facilities, including an auditorium and library, have dramatically revitalized an older part of the city.

Less ambitious examples assume the appearance of any ordinary school, marked by the extended hours of operation that bring steady streams of people, who are clearly above school age, to take advantage of opportunities for learning and recreation at various times of the day and evening, on week days and weekends, workdays and holidays. Central to the work of such schools, of course, are the teaching and custodial functions specified under the *School Act*. That is, children progress through the elementary grades and, where a high school is involved, prepare for post-secondary education or for the workforce. In and about these schools, there may also be found such activities as daycare, pre-school, nursery school, classes in English as a Second Language, employment counselling, partnership programs with industry, youth and peer counselling, senior citizens' programs, transportation facilities, youth recreation programs, library use, leisure programs, social service co-ordination, adult and continuing education, and vocational training.

In summary, then, the community school concept, in itself, illustrates most vividly the instrumentality and efficiency of the school as a

social institution, the extent to which contemporary society looks to its schools as centres of community life, and how changes within family and social structures have tempered the school's longstanding educational mission and expanded the scope of its social responsibilities. To be sure, not all jurisdictions will opt for such a comprehensive organizational structure to meet specific community needs; different social contexts within different locales have already called forth and will continue to call forth different organizational responses on the part of schools. What is clear, the Commission wishes to underscore, is that schools exist within a dynamic social environment whose forces perpetually shape the character and objectives of the school enterprise and that schools, like the communities they serve, are social institutions whose very existence is bound up in change.

2.C.1 THE CHILD, THE CHARTER, AND THE SCHOOL

This chapter has examined some of the changes in schools and society. We now address the question of how these changes affect children's roles and status as students and citizens. Indeed, during the late nineteenth century when provincial schools were first established, the child's place in that society was far different from what it is today. The old adage that "children should be seen and not heard" was accepted as a general maxim by parents and by the community at large. The idea of children's rights as individuals was largely unknown. Children, in fact, were commonly viewed as family property or belonging to the community, much in the way women were once defined in terms of their relationships to men, particularly fathers or husbands.

While this view of children as property still retains some currency today, there is growing acknowledgment in both the law and in society generally, that children should be accorded special rights and protections as individuals. The exact nature of these rights and protections is not always easy to define. *The Charter of Rights and Freedoms*, for example, is in itself somewhat ambiguous in its delineation of children's status.

For example, Section 15 (1) of the *Charter* affirms that: "Every individual is equal before and under the law and has the right to the equal protection and equal benefit of the law without discrimination and, in



particular, without discrimination based on race, national or ethnic origin, colour, religion, sex, age, or mental or physical disability." The fundamental premise underlying this section is not new—equality before the law without discrimination was guaranteed more than two decades ago under the 1960 *Bill of Rights*. What is significant, however, about the *Charter* is the additional protections it affords "before *and* under the law," and the fact that it makes certain special provisions for children's rights. The inclusion of these categories, especially the age and disability clauses, is significant because they acknowledge recent changes in social values that bear directly on the lives of children and adults, changes referred to earlier in this report. In important ways, then, Section 15 of the *Charter* suggests that children, in terms of the law, have crossed an invisible line that elevates their status from being possessions to that of being individual citizens, enjoying equal rights and responsibilities to the best of their ability.

Unfortunately, however, other sections of the *Charter* are less precise in defining children's status, particularly in terms of their relationship with parents. Section 23, for example, empowers parents, in certain instances, to determine the official language in which their children will be educated. It is noteworthy that this specific educational right is stated as the prerogative of the parent, not the child. According to this section, a child's right to an education in a minority language is subsumed under the right of the parent to have the child educated in this language. Yet, the fact that the *Charter* explicitly mentions education in guaranteeing the right to be educated in either of Canada's official languages may also imply a child's constitutional right to receive an education. Declaring a right to an education is an easy task; fulfilling and keeping that covenant is more difficult. It is, therefore, likely that the courts will take a more active role in requiring educational systems to provide specific auxiliary or support services in order to ensure equality of educational opportunity. While Section 23 appears to obscure the equality rights provisions of Section 15 regarding children, as well as their status *vis à vis* their parents, it does so, no doubt, to allow parents to make educational

decisions that young children are obviously unable to make for themselves.

The foregoing leads us to ask "What implications has the *Charter of Rights and Freedoms* for British Columbia's schools? What does it mean to students and educators?" First, as a statement of principles and ideals valued by society, the *Charter* has significance for children in terms of their socialization and development, not as someone's child or pupil, nor as a community or state property, but as citizens who enjoy full rights to an education and full rights to participation in society. The British Columbia Ministry of Education's statement of goals affirms that children should develop "appropriate social and ethical values . . . while learning how to work with others and [learning to] respect other points of view." Statements such as these mirror the rights and freedoms espoused in the *Charter*. The courts have upheld this view and have clearly differentiated, for example, between compulsory education (which is seen to infringe upon religious freedom) and the province's right to see that children are educated in an acceptable manner for the good of society as a whole. Hence, the values and traditions embodied in the *Charter* invite children to seek rational solutions to problems of social cooperation, and in addition, reaffirm through law that children's rights are important and must be valued.

The *Charter* has, perhaps, more obvious implications for educators. In asserting that children have fundamental rights and freedoms, the *Charter* sets out for educators the need to ensure that pupils' rights are not abrogated in any way. For school administrators, it means too that procedures, rules and disciplinary actions should be exercised in ways that assure fair treatment and due process, and do not impair children's self-respect. Since the *Charter's* passage into law, the courts have remained conservative in their educational rulings and clearly have left intact the power of school officials to carry out their statutory duties. The *Charter* is therefore likely to have an indirect impact on educator accountability, not only in matters regarding discipline, but also regarding the child's right to receive an education in a non-negligent fashion and to receive educational services on the basis of equality.



The *Charter* also addresses the right to due process for children when decisions are made regarding educational placements and interventions. Challenges to fair procedures under Section 7 (legal rights) may not generally have a serious impact on educators; however, some challenges may arise regarding the classification of students, equality of educational opportunity, right to information, and confidentiality of records. In this light, it is perhaps prudent to consider the wisdom of establishing, by legislation, a third-party conflict resolution procedure for education, perhaps through the provision of an Ombudsman for children, and to clarify the mandate and authority of the various agencies which now serve children in British Columbia.

The *Charter*, notably Sections 7, 15, 23, and 24, has delineated the rights of all students, and through them, the rights of their parents. It also raises new accountability issues for administrators, teachers, and educational institutions, and presents educators with the challenge of implementing equity of access to the benefits of education. The application of the *Charter* in school settings has recognized children's rights in new ways and their need for protection under the law. At the same time, and in view of their immaturity, children remain legally bound to their parents and to those who serve in their place.

2.C.2 SOCIAL CONTEXT OF SCHOOLING: SUMMARY COMMENTS

There is no simple way to summarize the extent to which today's provincial schools differ in character and purpose from the early colonial structures in which British Columbia youngsters first gathered to learn and where the sound of the school bell first rang. The preceding discussion, however, has attempted to outline some major historical, geographical, and social forces that have acted upon and continue to act upon provincial schools. In doing so, it has attempted to suggest the intricate relationship between schools and the society they serve, and to illustrate how the meaning and identity of this educational institution is shaped and reshaped by forces of time and circumstance.

The portrait of the school that emerges in the late 1980s is a complex one, but no more

complex than the nature of the provincial society it serves. The school is, in many ways, a reflecting pool. It mirrors, with relatively little distortion, the myriad expectations, values, and purposes we expect to see embodied in its programs and operations. If its objectives are diffuse, it is because ours are too; if its clientele is heterogeneous in nature, it is because we, too, are a diverse society; if it seeks social justice and equity, it is because we, as a province, hold such values; if it is confused at times by the whirlwind of new knowledge and technological advancement that sweeps around it, it is because we, too, have difficulty adjusting to change. This is not to say that schools should not be responsible for what they do; it is only to say that we should expect no more of our institutions than we do of ourselves as a society.

The following section of this chapter and the following chapters of this report study in some depth certain fundamental aspects of schools in light of the broad social context that has been established. In particular, we examine: the variation that has come to exist in public and non-public schooling and its meaning; the diversity that may be found among our young people who attend school, and what it suggests about the learning process; the prospects for a curriculum that will accommodate both the heterogeneous character of the current school population as well as our social need for shared knowledge, values, and experiences; the nature of professional preparation programs and conditions that will assist teachers to fulfil their instructional and other highly professional roles; and systems for finance, governance, and administration we require to support the kind of educational programs that will reflect who we are as a province, and will address the special needs of all the youngsters who will spend an important part of their lives in British Columbia schools.

2.D LEGAL AND ORGANIZATIONAL BASES FOR BRITISH COLUMBIA SCHOOLS

Responsibility for the provision and control of schooling was made a provincial matter under



the terms of the 1867 *British North America Act* (Section 73). This *Act*, which served in large part as the constitution for the new Dominion of Canada, guaranteed that "in and for each Province the legislature may exclusively make laws in relation to Education," provided "nothing in any such law shall prejudicially affect any right or privilege with respect to Denominational Schools." In British Columbia, these laws were passed and formally expressed in 1872 in *An Act Respecting Public Schools* which, with amendments over the past century, has continued to provide the legal framework for the province's schools.

In law, British Columbia youngsters are required to attend school from their seventh birthday until the time of their 15th. They may attend from the year they are five until the year they are 18, or, if the school board wishes, beyond that year. The provincial school system ordinarily allows children to enter school at the kindergarten level for half-day instruction in September of the year in which they are five. In the year they are six, children enter Grade 1 and attend full time.

Over the past century, the provincial school system that has emerged and the legal framework that sustains it have been based on two fundamental assumptions. First, since their earliest beginnings, provincial schools adopted the concept of a uniform, standard rate of progress through Grades 1 to 12, with each grade requiring one year to complete. At the end of each grade, it is assumed that children will have reached standards which will allow them to enter and complete successfully the next grade. Such a system, common first to Europe, the British Isles, and North America, assumes that children are roughly alike in abilities, live in families and communities that are supportive, and should benefit equally from equal treatment. It is a system that has also been organized around the notion that intellectual development is the primary purpose of schooling and that the dissemination of knowledge by teachers is the major process through which to achieve this goal.

Parenthetically, the Commission wishes to note that, even at the best of times, not all children have been able to progress from grade to grade, year by year. The repetition of grades has not been uncommon, especially at the primary level. Moreover, the family and community

support once generally presumed to exist for all youngsters may not be present to the same extent today as greater numbers of children come to school poor, hungry, or without the family support often attributed to earlier generations. Consequently and put simply, the provincial school system in the 1980s is no longer able to concentrate with a single-mindedness upon intellectual development.

The second major assumption upon which the provincial system has been built concerns the division of responsibility for the governance, administration, and delivery of school services. Under the terms of the *British North America Act*, authority for the provision of schooling was centralized in the provincial government through the Minister of Education and the ministry serving that portfolio. Since the founding of the provincial system in 1872, it has been assumed that only a strong central authority could provide the vision and control necessary to establish and maintain a system of schooling in a vast territory with a diverse population. It has also been assumed that this centralization of control would effect a uniformity of service across the province, establish common standards for schools, and generally ensure an equality of opportunity for all the province's youngsters.

A century of school law has therefore been written in such a way that the government minister in charge of education has been granted ultimate policy and decision-making authority and has been empowered to intervene in any matter, at any level, for the good of the system. Such legislation also made clear that provincial government officials and their staffs in the education office would generally be free of actually delivering school services. This responsibility would accrue to local school trustees and the school districts they represent. Today, in British Columbia, the province is divided into 75 school districts, each constituted as local corporations, each governed and administered respectively by an elected local board of trustees and their appointed staff, and each obligated to provide educational services to all children of school age resident within the district.

2.D.1 TYPES OF PUBLIC SCHOOLS

In the British Columbia public school sector, six basic forms of school organization exist to accommodate youngsters from



Kindergarten to Grade 12. Currently, these divisions consist of: 1,130 elementary schools which enrolled 287,548 Kindergarten to Grade 7 students in the 1987-88 school year; 71 schools with 16,809 students from Kindergarten to Grade 10; 25 elementary-secondary schools, which enrolled 7,606 students from Kindergarten to Grade 12; 83 junior-secondary schools, with 41,103 students in Grades 8 to 10; 173 secondary schools, with 120,920 students in Grades 8 to 12; and 16 senior secondary schools, with 15,529 students in Grades 11 and 12. In all, there are 1,498 regular public schools in British Columbia which enrolled 489,515 pupils in the past school year, or approximately 93% of all the youngsters attending school in the province. In addition, there are also, under public jurisdiction, 14 containment centres for youngsters legally detained, 30 provincial resource program centres for special education children, and 24 other schools to accommodate various needs, bringing the total number of public school institutions to 1,566. In 1987-88, about 67% of the youngsters who attended public schools did so in centres with populations of 65,000 or greater, while 33% attended schools in smaller centres.

The Province of British Columbia, under Section 19 of the *School Act*, also makes provision for the education of a number of youngsters in places where there are too few children to warrant the establishment of a public school. At present, approximately 80 youngsters throughout the province are served by itinerant instructors in 14 locations—Blind Channel, Fort Steele, Lillooet, Kildonan, Quesnel, Prince George, Fort St. John (two locations), Seymour Arm, West Pavilion, Horsefly Lake, Red Lake, Tranquille Valley, and Oona River. Typically such youngsters are enrolled in correspondence courses and assisted by a teacher who will periodically fly or drive to these isolated settlements.

During 1987-88, 11,064 students registered for at least one correspondence course: 90 in Kindergarten, 1,316 in Grades 1-7, and 9,658 at the secondary level. Students at the elementary level generally register for a full program; at the secondary level, the greater

number—8,729—are part-time students who typically enrol in one or two courses at a time. It should be noted that, of these part-time students, 73.4% attend school. These students enrol either in courses not offered at their school because of the school's small size or in courses not available to them because of timetable conflicts. In all, 36 courses from Kindergarten to Grade 7, and 105 courses from Grade 8 to Grade 12 were offered during 1987-88. Consistent with the prescribed curriculum, this range of courses enables students anywhere in the province to take a full program of studies and to obtain the same credential as students who attend regular schools.

It should be added that, beyond these courses for children of school age, correspondence courses are provided to 2,900 people over the age of 18 and residing throughout the province. This is in keeping with the Ministry of Education's commitment to provide educational courses to those adult students who wish to complete requirements for high-school graduation.

In the main, public school operations from Grade 1 to 12 are standardized in several ways. All are required to offer the same number of hours of instruction, to provide instruction in the same core and authorized elective subjects, to use materials selected only from a provincially prescribed and authorized list, to use similar evaluation and reporting procedures, to employ certified teachers, and to follow educational policies and regulations determined at the provincial level. All public schools are further characterized by non-restrictive admission policies and their obligation to cater to the needs of almost all learners in regular classrooms. For the most part, public schools segregate only those pupils with extreme learning difficulties and, over the last decade or so, such pupils have increasingly been integrated or "mainstreamed" into regular classrooms. Although variations in school practices do exist from region to region and, for example, between secondary and elementary schools, the overriding feature of public schooling is its operational and organizational diversity.

Nevertheless, variation does, indeed, exist in some aspects of public schooling. Most



obviously, perhaps, there are considerable differences in school sizes and architectural styles. Public schools range in character from a small number of one-room frame buildings (18 at last count), reminiscent of pioneer days, through turn-of-the-century revivals of classical facades, to elaborate modern constructions resembling urban office complexes. Schools also may be found in dramatically different settings; for every school sited within a manicured suburban area, another may be found on a busy downtown street or sheltered naturally within the landscape of a small valley.

Schools, too, vary in terms of what they see to be their purpose or mission. Certain urban schools, for example, perceive their mission as that of bringing youngsters from different backgrounds and cultures together under one roof. Schools that appear successful in this regard pay particular attention to language instruction, respect cultural differences in dress, nutrition, and religion, and make deliberate efforts to involve all parents in the multicultural realities of school life. In contrast, some other schools stress the importance of scholastic performance and, accordingly, recognize and encourage the academic progress and high achievement of youngsters. These two examples, however, merely suggest something of even more subtle ways in which schools vary in determining their purpose. Naturally, such factors as the social composition of the community, the interests and abilities of youngsters and teachers, and the character of school leadership do much to shape how a school views its mission.

Diversity in programming also exists. English as a Second Language programs, for example, are offered by school districts throughout the province but tend to be most concentrated in the Greater Vancouver area. These programs are intended to serve British Columbia's immigrant population.

In terms of settlement patterns, 69% of the emigrants to British Columbia in 1986 settled in Vancouver. Although these numbers may seem high, they are lower than previous years; the proportion of immigrants settling in British Columbia and Vancouver between 1981 and 1986 has declined approximately 4.5% and 2.5%, respectively.

Nevertheless, there remains a significant number of immigrant families who require English as a Second Language programs, for educational reasons and for reasons to do with their general integration into Canadian life.

Statistics Canada reports that 2,883,370 people were living in British Columbia in 1986, or approximately 11.4% of the Canadian population. Of that number, 80.9% described English as their mother tongue (compared to 60.6% nation wide), 1.3% indicated that French was their first language, and 14.4% described a non-official language as their mother tongue. Those with non-official languages as mother tongue included 2.9% Chinese, 2.8% German, 1.3% Punjabi, 0.9% Italian, 0.8% Dutch, and 5.7% other languages.

Within the public schools, programs also exist for First Nations children who comprise approximately 3.0% of the total public school enrolment. Such youngsters represent a diversity among learners born of their own individual differences as well as appreciable differences that exist from band to band, council to council, and region to region. Currently, public schools throughout British Columbia offer a variety of curricular, remediation, and school support programs to meet their needs. In recent years, however, an increasing number of Native youngsters have left the public school system to attend federally funded band schools; in fact, band school enrolment grew 61% between the school years 1978-79 and 1982-83. (This and other principal issues to do with Native education will be discussed in Chapter 8 of this report.)

Within the public school system, a variety of special education programs are also offered; in 1987-88 they enrolled 9,138 students, or, approximately, 6.0% of the total Kindergarten to Grade 12 population. These programs, together with their 1987-88 enrolments, are shown in Table 2.2:



TABLE 2.2: Enrolment in Special Education Programs, 1987-88

Program	Enrolment
<i>Trainable Mentally Handicapped</i>	1,287
<i>Severe/Profound Handicapped</i>	376
<i>Physically Handicapped</i>	508
<i>Visually Impaired</i>	409
<i>Hearing Impaired</i>	812
<i>Autistic</i>	153
<i>Severe Learning Disabled, Educable Mentally Handicapped, Severe Behaviour, Rehabilitation*</i>	16,488
<i>Gifted</i>	9,105

Source: B.C. Ministry of Education

*Beginning with 1987-88, the Ministry of Education combined these four categories into one grouping.

As a footnote to the above discussion, the Commission wishes to note that social attitudes towards physically and mentally handicapped children have changed dramatically over the last twenty years. Since the 1960s, there has been strong public pressure to integrate many youngsters previously excluded from the public school system. Not surprisingly, the traditional school system could not meet the needs of many such children without major modifications to its policies and practices, as well as the provision of a constellation of alternative programs. The establishment of these alternative programs, moreover, has also meant some considerable changes in school facilities, as physical plants have been modified to accommodate the needs of these diverse learners.

2.D.2 TYPES OF SCHOOLS IN THE NON-PUBLIC SECTOR

Non-public schooling has been part of British Columbia educational history since the establishment of the first colonial schools in the mid-1850s, nearly two decades before the establishment of the public school system. Over this long period, there has remained a small demand for varieties of schooling outside the common or public school experience. In more than a century, the non-public school sector has been comprised of a wide array of preparatory schools for boys and girls, boarding schools, day schools, and private collegiate schools. Some were instituted for denominational reasons, as in the case of the Catholic and Anglican schools, others for children with learning disabilities, and many more as private ventures. As one educational historian notes, perhaps 50 or 60 of these schools (not counting the Catholic schools) provided alternatives to public education in the period 1900-1950, enrolling approximately 7,500 students in contrast to the nearly a quarter of a million youngsters who passed through the public system during the same period.

Despite the comparatively small size of the non-public school sector and the fluctuation in enrolments that has marked it over time, it has, historically, shown relatively larger enrolment growths than the public sector over certain decades, notably the periods 1920-1930, 1935-1945, 1950-1960, and, as we will shortly see, in the decade 1977-1987.

Throughout much of the twentieth century, supporters of non-public schooling have petitioned government for relief from the "double payment" of taxes for public schools as well as additional fees for their schools of choice. And, over time, certain concessions have been granted. The most significant acknowledgement of non-public schooling, and the increasingly pluralistic nature of British Columbia society, came in 1977 with the passage of the *Independent Schools Support Act*, later referred to as the *School Support (Independent) Act*, which provided partial funding for non-public schools that met certain criteria established by the provincial government. This legislation not only governs the financial basis of government funding for



non-public schools, but also provides for voluntary accreditation of non-funded independent schools.

The provincial school system is, thus, today comprised of two sectors—one public school sector that is large and publicly funded, and one smaller non-public school sector comprised of independently organized schools, some of which receive partial support from public revenues. To become eligible for provincial funding, an independent school must first incorporate as a non-profit society and, following incorporation, operate successfully for one year.

Non-public schools classified by the Ministry as Group 1 schools receive a grant for each student equal to 10% of the local per-student operating costs. Group 1 schools are not obliged to follow the provincial curriculum but are bound not to teach any material that may be judged to be religiously intolerant, racist, antisocial, or seditious.

Non-public schools classified as Group 2 schools by the British Columbia Ministry of Education receive a grant for each youngster which is equal to 35% of the operating costs of educating each child in the public school system of the surrounding school district, provided they follow the provincially prescribed curriculum, participate in specific pupil-testing programs, agree to regular external evaluations of the school, and verify that all teachers in the school are presently certified or will be certified within five years of the application.

Currently, there is no provision in law for any independent school not receiving public funds to be registered or licensed by provincial education authorities. Anyone, anywhere in the province, can establish a school; this fact, in itself, makes it difficult to calculate precisely how many independent schools exist at any given time. However, only schools which register with the Ministry of Education are eligible for provincial grants.

Each year, schools apply for funding by filing the required data sheets by October 15. Actual payments are determined by multiplying the number of qualifying full-time equivalent (FTE) students by the appropriate percentage of the corresponding public school district's per-pupil operating cost. Thus, the

provincial grant to an eligible school consists of: (qualified enrolment) times (the average per-pupil operating cost in the relevant district) times (Group 1 or 2 weighting factor). Specific grant amounts are determined by the provincial cabinet each year.

To obtain the grant, each classified school must file an externally audited report by June 15, verifying the number of qualified full-time equivalent students in attendance. The grant is payable according to a schedule set by the Ministry of Education: 40% in January, another 40% in June (based on estimates), and a final payment of approximately 20% in November, reflecting the actual audited enrolment. A grant received by a Group 1 school may be used to pay any of the operating expenses of the school, except remuneration of teachers; Group 2 funding may be used to pay any of a school's operating expenses.

In addition to block grants from the province, independent schools benefit from other forms of both direct and indirect aid. Many schools qualify for exemption from municipal taxes under section 398 of the *Municipal Act*, and similar provisions appear in the *Taxation (Rural) Act* and in the *Vancouver Charter*. A school which meets the requirements under one of these three Acts is also exempt from school taxes. The Ministry of Education, through the Publication Services Branch, provides free textbooks to independent schools that offer courses prescribed under the *School Act* regulations. As well, the services of the Provincial Education Media Centre are available to Group 2 independent schools. Finally, public school boards may share facilities and services with independent schools or lease any surplus or unused facilities, such as classrooms, to independent schools; public school boards may also provide for and defray the cost of transporting students to and from independent schools, provided the school offers prescribed courses and students reside in the school district.

Table 2.3 shows the total number of students enrolled in the public and the non-public school system since the school year 1977-78. Enrolment in non-public schools as a percentage of total school enrolment in British Columbia has increased from 3.2% in



TABLE 2.3: Public and Non-Public School Enrolment 1977-78 to 1987-88

School Year	Public School Enrolment (FTE)	Non-Public School Enrolment (FTE)	Independent School Enrolment As Percentage of Total
1977-78	510,642	16,817	3.2
1978-79	500,198	17,820	3.4
1979-80	494,522	18,251	3.6
1980-81	492,053	19,645	3.8
1981-82	485,560	21,857	4.3
1982-83	482,255	22,475	4.5
1983-84	478,543	24,280	4.8
1984-85	472,264	25,833	5.2
1985-86	467,767	26,855	5.4
1986-87	467,053	27,877	5.6
1987-88	471,134	21,854	6.5

Source: B.C. Ministry of Education.

the school year 1977-78 to 6.5% in 1987-88. The percentage shift towards an increasing share for non-public schools has occurred because of an absolute drop in public school enrolment over this period, and an absolute increase in independent school enrolment. Between the school years 1977-78 and 1987-88, enrolment in the public school system declined from 510,642 full-time-equivalent (FTE) students to 471,134, a drop of 39,508 FTE students or 7.7%. By contrast, enrolment in independent schools increased from 16,817 FTEs to 27,887, an increase of 11,070 FTE students, or 65.8%.

No doubt, we may speculate that the significant increase in independent school enrolment was influenced to some degree by the level of public support first made available

in 1977, but an exact estimate of student responsiveness can be obtained only with detailed economic modelling. For example, data from other provinces on the absolute number and percentage share of students enrolled in independent schools suggest that the trend toward increased enrolment in non-public schools reflects a national trend, probably related to a host of sociological and economic variables other than just public fiscal support. At the national level, enrolment in non-public schools increased each year in absolute terms between 1977-78 and 1986-87, then declined slightly in 1987-88. However, rapidly changing provincial definitions of exactly which schools are classified as independent makes observations of this sort extremely hazardous.



TABLE 2.4: Non-Public School Grants 1977-78 to 1986-87

School Year	Group 1	Group 1 Per Pupil	Group 2	Group 2 Per Pupil	Total Grant
1977-78	NA	-	NA	-	\$8,402,275
1978-79	\$57,954	\$127.79	\$9,417,741	\$542.28	9,475,695
1979-80	130,503	179.51	10,532,897	601.06	10,663,400
1980-81	93,806	199.80	12,928,500	674.20	13,022,306
1981-82	146,435	237.29	16,785,807	790.27	16,932,242
1982-83	204,281	289.94	20,751,666	953.17	20,955,947
1983-84	260,223	301.17	22,796,202	973.51	23,056,425
1984-85	322,679	300.65	24,433,376	986.81	24,756,055
1985-86	247,561	303.90	26,225,405	1007.10	26,472,966
1986-87	232,236	344.74	30,876,129	1134.97	31,108,365

Source: B.C. Ministry of Education *Annual Report 1986-87*.

Table 2.4 shows the level of direct grants from the province to Group 1 and Group 2 non-public schools. In the school year 1986-87, the provincial government approved and paid just over \$31.1 million in grants to independent schools, a 270% increase in funding since the first payment of \$8.4 million was made in 1977-78. Of the total amount, \$30.9 million went to Group 2 schools and the remainder to Group 1. In terms of per-pupil allocations, Table 2.3 shows that Group 1 schools received \$345 per pupil in the school year 1986-87, while Group 2 schools received \$1,135.

The total provincial grant to independent schools may be put into perspective by recalling that it approximately equals the estimated

\$30 million in Homeowner Grants which are not used for educational purposes. Thus, in terms of fiscal resources not available for public school purposes, the two issues are currently of equal importance. Further insights into the fiscal relevance of the issue are gained by noting that the \$31 million allocated to independent schools in 1986-87 represents 1.8% of the total revenue available for public school purposes from general provincial revenue, residential and non-residential taxation, and Homeowner Grants.

Currently, there are 207 non-public schools designated by the Ministry of Education as Group 1 and Group 2 type schools: of these, 21 are classified as Group 1 and 186 as Group 2.



The non-public school sector can be generally described and divided in another way. The Federation of Independent School Associations (FISA) lists 154 member schools in four associations with a total enrolment of 30,255 students. This represents approximately 85% of all non-public school enrolment.

Within FISA, there is found an Associate Member Group (AMG) of schools which represents smaller groupings of related schools, or schools without a provincial association of their own. This AMG includes four schools for learning disabilities, one school for hearing impaired, one school for gifted elementary pupils, three Waldorf schools (to teach dyslexic youngsters), two Montessori schools, 11 Evangelical Protestant schools, and 12 other-faith or non-sectarian schools. Altogether, there are 34 AMG schools and they enrol 3,396 youngsters from Kindergarten to Grade 12. All schools in this group have Group 2 status, with the exception of two schools (one of which must await the completion of a one-year waiting period, and another whose size does not qualify it for funding).

The largest group of schools within FISA are the Catholic Public Schools (CPS) of which there are 74 organized within the dioceses of Victoria, Vancouver, Kamloops, Nelson, and Prince George. These schools offer education from a Catholic perspective and enrol 17,029 youngsters—12,347 in Kindergarten to Grade 7 classes, and 4,682 in Grades 8 to 12. All schools in this group have Group 2 status, with the exception of one school which has Group 1 grant status.

The third largest group of schools with FISA membership is the Society of Christian Schools in British Columbia (SCS) which offers education from an Evangelical Protestant perspective. Altogether, the SCS schools enrol a total of 5,133 pupils—3,538 in Kindergarten to Grade 7 and 1,595 in Grades 8 to 12. All schools in this group have Group 2 grant status, with the exception of one school which has Group 1 status.

Finally, within the FISA framework is the Independent Schools Association (ISA) which includes 13 schools offering education in the British "public school" (youngsters not

educated by tutors at home) tradition. All of these schools have Group 2 grant status and, together, enrol 4,697 students—1,837 in Kindergarten to Grade 7 and 2,860 in Grades 8 to 12.

Apart from the 154 schools with FISA membership, there are also 162 known non-member schools in the non-public sector with an enrolment of approximately 6,000 students from Kindergarten to Grade 12, and these schools are reputedly the fastest growing in number. There is tremendous diversity in the character, purpose, and methodologies of such schools. Eight of them, for example, enrol primarily foreign students at the senior high school level. Another eight are principally concerned with pre-school and kindergarten education. Six schools principally serve Native People; 26 are affiliated with the Seventh Day Adventist Church, approximately 60 schools may be described as Evangelical Protestant in outlook, and 36 more are non-sectarian or have other religious orientations.

In summary, certain characteristics of the British Columbia non-public school sector are noteworthy. First, notwithstanding the FISA structure, linkages among schools in the non-public sector are weak or, more often, non-existent. In the main, these schools are well organized and operate autonomously, except for periodic school inspections or the requirements they otherwise must meet to satisfy the criteria necessary for qualification as Group 1 or Group 2 schools. Even when such schools share similar philosophical perspectives, they generally relate more to their immediate parent communities than to each other; in fact, the circumstances of their existence suggest that they are more inclined to compete than to cooperate with each other.

Second, almost all schools in the non-public sector have restrictive admission policies, or have defined their educational clientele or mission in such a way that it is exclusionary to some extent. Obviously, this stands in sharp contrast to public schools, which are obliged in law to admit all pupils capable of attending.

Third, the enormous diversity found in the non-public sector, as well as the growth



of popularity in such forms of schooling, clearly reflects the diversity found today in British Columbia society, and attests to the level of public interest and commitment to the idea of greater choice in schooling. Although non-public school enrolments comprise less than 7.0% of the total provincial enrolment of Kindergarten to Grade 12 students, this figure nevertheless represents a considerable percentage of the school-age population as well as a considerable number of parents who seek educational services for their children outside the public system.

Fourth, and finally, the general characterization of non-public schools, in British Columbia and elsewhere in North America, as elitist in nature bears closer examination and analysis. What is apparent from the data examined by this Commission is that no more than a dozen of the more than 300 non-public schools currently operating in British Columbia could be fairly classified as elitist, if school fees, school wealth, or academic standards were applied as criteria for "elitism." Rather, there appears to exist a broad range of schools that cater to an equally broad range of public tastes for school services within the non-public sector. Predominantly, parental choice for schooling within this sector appears to be driven more by philosophical, denominational, methodological or special service requirements than by class or economic considerations. Studies of non-public school enrolment and levels of parental income undertaken recently in Alberta and Ontario, and less recently in British Columbia, illustrate that the majority of youngsters enrolled in non-public schools are drawn from middle-class Canadian families. Nevertheless, it should also be noted, as these research studies point out, that both lower

income and higher income families are generally under-represented in the composition of non-public school populations when compared to those of the public system. Issues arising out of the Commission's review of non-public schooling will later be dealt with in Chapter 8 of this report.

One final note must be added here concerning the imprecise terminology that is applied to schools outside the public sector. Such schools are commonly and variously described by British Columbians and, indeed, throughout this report as "non-public," "independent," or "private," although each of these terms may be slightly misleading in certain contexts. The "non-public" schools do enrol considerable numbers of the young people who form a vital component of the public in this province. Many non-public schools may be somewhat less than independent in that they receive partial provincial funding. Few, if any, would seek to claim the exclusivity associated with private education of other institutions in past centuries. In British Columbia today, the quoted terms are often applied interchangeably; this report reflects their current usage.

In addition to those attending non-public schools, it is estimated that between 1,000 and 3,000 children of school age are currently educated at home. Home schooling, which has acquired renewed favour across North America in recent years, presents a number of issues related to the state's legislative responsibilities and the perceived right of parents to determine their children's educational experiences. These issues in their British Columbia context are explored in Chapter 8 of this report, where the Commission's analysis and recommendations will be found.

CHAPTER 3:

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3. LEARNERS IN PROFILE

As described in the previous chapter, diversity among people is one of the most prominent features of British Columbia's society. So, too, may diversity be found among the learners in our schools.

In the course of the Commission's work, we collected many statistics that illustrated this diversity, expecting to rely on such data to convey the social and educational character of learners in provincial society. However, as we began to reflect on how best to describe the half-million youngsters who comprise the provincial school system, we realized that a statistical treatment would not fully capture what we really wanted to say, nor would it help reveal in sufficiently vivid ways the world of the school and the world of the young as seen through the eyes of learners themselves. For these reasons, Commission staff interviewed 63 young people from Grades 3 to 12 who attend schools throughout the province, as well as at least one of their parents, in an effort to reflect what their lives inside and outside school were really like.

We interviewed students from both public and non-public schools located in both urban and rural areas; they came from various ethnic groups and were characterized by different levels of advantage. We asked questions about school and home life, extracurricular and spare time activities, career aspirations and goals, and the factors and conditions which helped them learn at school.

Their answers, we believe, serve as living testimony to the wide range of diversity that is found among British Columbia learners and point to the enormous social and educational challenges faced daily by school teachers, school administrators, and others associated with schooling. Despite the diversity among them, all these young people have similar educational needs. All of them need to learn how to be economically self-sufficient, how to participate in the lives of their communities, how to understand the world in which they live, how to enjoy the benefits of Canadian society, and how to raise, in turn, the next generation. However, because of social and other circumstances over which they have no control, they come to school with widely different chances of profiting from this vital experience.

Obviously, we could not present in this report the complete text of our interviews with all 63 students and their parents: time and space do not afford such luxury. Instead we have tried to capture the flavour of what these individuals said by developing composite profiles of learners, each representative of a group of youngsters identified in our analysis of the interviews. We present here six of these profiles. Together, they provide, in a compelling way, an opportunity to gain an understanding of the roles played in their lives by the school and, in complementary fashion, the diversity among students which our schools and their teachers face on a daily basis.

My name is Kelly . . .

I'm 13 years old—actually I'll be 14 in just a few months—and I'm in Grade 9. Do I like school? I guess so. It's not a problem for me, and there's lots to do, so—yeah, I guess I like it fine. I have lots of friends at school. It's really important to have a group, now, and to be part of the popular group. I'm pretty lucky, I guess, because I'm with a group that's okay . . . like everyone thinks they're nice and they're popular but they're not crazy, you know? I mean they don't do weird stuff like dope or drinking or smoking or anything.

My mom is a teacher. She doesn't teach at my school. She teaches at my little sister's school across the road from our house. My dad's a lawyer in town. What can I say about him? Well, he was born in B.C., met my mom in university, dated, married, had me. What else? No, actually, we're quite a bit alike. My mom says we both have analytical minds, and I guess that's what lawyers have to have, so they can argue well. I can argue pretty well . . . just ask my sister! My dad does lots of things with us. He's okay, you know . . . I'm pretty lucky, I guess. He and



my mom think school's pretty important, and they're always telling me to work hard. They're pretty good, and they'll help me with my homework, although most of the time I'd rather ask a friend . . . you know how it is. But my parents pretty much just leave me alone to make my own way.

What do we do all together as a family? Well, skiing. We go to visit relatives pretty often . . . I have some aunts and uncles and a grandma who all live about an hour away, so we see them a lot. We go to movies sometimes, although I guess we watch videos more often than we go out to movies 'cause it costs so much for four people, you know. Go to the mall, do some shopping. I guess we go out for dinner maybe once a week. And talk. Yeah, we talk quite a bit to each other, you know like over dinner . . . what's your day been like? what'll we do tomorrow? . . . that sort of thing. We always have dinner together. Mom cooks it, well I help a bit sometimes. It's a real meal . . . I mean we all sit down and there's a beginning and a middle and an end to it. Not like breakfast, where sure we eat good stuff, but everyone's in a rush to get to different places.

Outside school, well there's piano. I take lessons and I practise of course. I've done that for so long that it's just part of the routine, like going to school. And sometimes we play basketball against a team from another school. I like playing, but I'm not like, a jock, you know. And there's Babysitters. That's a course I take once a week so I can earn some money 'sitting' when I'm finished. My mom wouldn't let me 'sit' unless I took the course, and I guess it's pretty good. And Sundays I usually go to church. Sometimes my folks go, but I like to, and then there's a group of kids at the church, and we do things together. Sort of a youth group.

My favourite subject is English. We're reading some good books that I really like, and our teacher, he really makes it come alive. I mean, well, he just talks and you think you're there . . . in the book I mean. And he makes it all so real, like he tells you stuff and it all fits into the action in the book and so you feel you've been there too and then you kind of understand more what the writer is trying to say, you know? I can't explain it very well, but he gets us excited, so we don't mind trying a bit harder to figure out the stories. And he gives us neat projects, like pretend you're on a trip to the country where the story takes place, and write three letters home . . . one of them to your mom and dad, one to your sister or brother, and one to your best friend. So that you say, you know, different things to each one, and show how much you've learned from the book about the setting, you see. So I love that stuff. I mean, he doesn't make it easy, so it's a bit of a challenge. And that's the best part of the course.

Math is different. Well, first of all, I'm just not as good at it, but like the teacher isn't so, well, lively. I guess it's not easy to be lively about Math, but like we do these worksheets and hand them in and do some problems while she marks the worksheets and then that class is over. So I don't get so interested, you know, and then I don't keep up like I should . . . always trying to catch up at the last minute on my Math homework and then I make mistakes and, well, it's just not my favourite subject. French is okay. I like that all right, I guess. I have to have it, so I guess I'd better like it.

I'm planning to finish school and then go to university. I think I'll be a lawyer, because, well, my dad's one and so I sort of know what it's like, and because it's a pretty good job. You can make a good living and have a nice home and travel, and when you retire you'll have enough money, maybe go live somewhere nice, you know. I may change my mind, but that's



what I'm planning right now. So I have to keep my grades up enough to get into university. And I guess as far as I'm concerned, school is getting me ready for that.

And I guess school kind of gets you ready for the world outside. I mean, it's really safe in here. You know everyone, and if you flub it, well you can try again, and well, I know it won't be like that once we're out. And you learn how to get along, that's for sure. And how to do the things that will make other people like you enough. And how to put up with people you don't like. You learn that you have to do some things you don't like, too, if you want to get anywhere, and I guess that's pretty important, isn't it? And you learn about the world, you know, like issues and things: peace and hunger and the Third World and things we could do to make it better. ■

Yeah, I'm Ardis . . .

Can I smoke here? (Interviewer indicates "No Smoking" sign) Okay, will we be through this by lunch—there's somewhere I gotta go, eh? Yeah, so you wanna know about my family? Well, there's six of us. Mom, Dad, four kids. I got two older brothers and one sister. Older. Yeah, I'm the youngest. So the brothers . . . well the oldest is 21. He's doing some kind of upgrading somewhere, I dunno what it is. The next one is 18. He dropped out a couple of years ago, works on the docks sometimes. My sister is 19. Her and her boyfriend got this apartment. Actually I spend a lotta time there, sleep on the couch. It's easier to go my own way there. Her and her boyfriend don't care what time I get home, eh? (laughs).

Yeah, well, school (expletive). Like, I'm doin' okay, you know. I'm failing three subjects but I'm passing all the others. So I have a bit of a problem with attendance. I dunno why it's gotta be such a big deal. After a few months the school wakes up and some (expletive) starts screamin' "Ardis is skipping class" like it's the end of the world, and like they haven't only just noticed that I'm not there and I haven't been there for three months or somethin'. So they go and call my folks and there's gotta be this big conference and everyone gets all upset and it's Big Threats. So I gotta make all these promises and my folks are all up at me, checkin' what time I do this and where I do that and do I have homework tonight and all that stuff. They don't know what I have to take anyhow, so they wouldn't know homework from a hole in the ground. And my Dad says he'll get out the belt, but he won't because I'm bigger than he is now. When he laid into Wendy, my sister, when she got pregnant, she moved out and quit school. So he holds back a bit on me.

So what's the point. I miss so many classes that now I can't catch up and I just look dumb when I'm there because I'm so far behind. Like it's the beginning of the year for me and everyone else is like half-way through. Like in the English class, which is totally . . . uhhhh, eh? I just goof around, 'cause the teacher figures you read a poem it'll change your life. So we're supposed to dig around, find what the guy was tryin' to say. So why doesn't he just say whatever the (expletive) he wants to say so we don't have to pick around in some (expletive) class wastin' our time figurin' him out or we fail. WE fail! I still get boggled by that stuff. Math is gross. Science, who needs it, eh? Like the electronics part is okay. But all that Chem and Biology (expletive) you can keep it.

And PE. I'm repeating PE for the third time. I hate running. You've got to run to Blair



street, you know how far that is? Like we gotta do that once every two weeks. My Dad figures it's a waste of time, PE. Says we should have woodwork, metal, stuff like that. Says that two, three times a week on PE isn't going to end up helping anybody. You run two, three miles . . . you don't need education to learn how to run. Big deal. So for this I'm in trouble for skipping class. Doesn't make a lot of sense to me. (Snorts) How to run!

Well, it was okay, I guess, up to maybe Grade 7. When I hit Grade 8, it started to get harder. Like I did okay, got good grades before. But in Grade 8 the pace was faster and you don't seem to have time to . . . there's so many people in the school and so teachers don't have the time to find out, like what you're, well, what you don't know. I mean, I'm not goin' to make a jerk of myself and ask questions in class when everyone else knows the answer or understands the work and I don't. Like the teachers don't know who you are or what you can do and what you can't do. So they don't understand other personal problems you might have that you can't do your school work. And, like I don't blame them for it. Like I don't think they should get involved with every student and personally. And, ummm . . . sometimes kids are having trouble with their mom and dad, or they're involved in something . . . it's really bad, they're involved with the police. They're having lots of trouble. They have to understand that, the teachers. They have to give them a chance and not just write them off. Cause then, it's—they just don't have any hope, right?

I guess I'll try to finish Grade 12, you could call that my goal, if that's what you mean by what do I see in my future. Everyone's always sayin' you can't get anywhere without it. So I guess they're right. Though lotsa my friends, they dropped out and they get along okay. Work, sort of, sometimes and then don't. So I dunno. But I guess I'll try to finish. My mom says that if I start skippin' again she's gonna let me quit and get a job. She's says there's no point in warmin' a seat if you're not gettin' nothin' out of it, so if I'm not gonna pass my courses, I gotta quit.

So what else d'you wanna know? I get up, bad news, about 7. No breakfast. Gives me a stomach ache to even think of breakfast. Have a smoke. Get a ride to school. Hang out. Smoke, talk, go to class. Recess, lunch go to the Star Zone, see what's up. Maybe eat something. School if I don't skip, then home or usually I go back to the arcade or one of the guys picks me up right from school. Sometimes home for supper which sometimes someone cooks or I do. Spaghetti, macaroni, easy stuff. If everyone is home we might eat together, but I take my stuff to the TV, on the couch which is my bed anyhow, so it's sort of my bedroom. Make some phone calls, watch maybe four hours of TV while I do homework, if I do it. Sometimes I just fake it to keep things quiet. Then I go out. Lots of conflict there . . . my folks yell and shout, tell me if I go out don't come back so I go "okay" and put on my shoes and go to my sister's place. It's just another couch anyhow. Usually don't get to bed before 12:30, 1:30. Do it all again tomorrow. So that's it. That's Ardis. ■

Hi. Sure. My name is Walter . . .

I can tell you about my family first, I guess. My folks own a grocery store. We live outside town. My sister isn't here any more. Well I mean she comes home and all, but she's away at college. My brother is still at home. He'll finish high school this year and he's like me . . . he's



not sure what he's gonna do. But he's thinking of, like book-keeping or something like that . . . for sure he doesn't want to go into the bush or anything. And then there's me (laughs). So what's to say. I'm in Grade 8. I like school okay, I guess. I mean, if it weren't for school there'd be nothing to do (laughs).

But I live for sports, you know. I play for the school basketball team and we do really good in our games. We'll be in the provincials this year again if we can keep it up. So, tell you about a typical day? Okay. Yesterday I got up at 7. Showered, no time for breakfast, grabbed my stuff . . . get my gear all ready the night before, for the games, you know? . . . head out the door just in time for my ride. This guy, a friend of my brother's actually, lives out near us and he gives us a ride, well he gives me a ride if I'm ready. If I miss him I have to try to get the bus, well it's two buses to get to school, and then I'm always late.

Well. That's getting to school. Practice for a while, sometimes there's morning practice for basketball, three times a week. The other days I just hang out. Then, classes and at lunch I either hang out in the Cat with the guys, buy something to eat, or someone drives a bunch of us to McDonald's. My parents' store is close to the school, like about four blocks, so sometimes I go there, talk with my folks, eat something with them in the little room out back. They still always have something Korean for lunch and I just really like it.

So after school there's a game or practice. Oh, and band. Well I joined the band this year, and I'm playing the clarinet. I played piano since I was like seven years old, so I wanted to learn something else. So, depending on what I've got, I practice or play something until usually 5:30 or 6:00 most nights, and then I go over to the store and help out for a while. Clean the shelves, set stuff out, cashier, whatever, until my Mom is ready to go home. So we eat at about 8, and then there's some phone calls to make, check in with friends you know. Put on the stereo and do some homework (laughs), kinda between calls! Maybe watch a little TV, and bed at 11 . . . earlier if I have a game in the morning. Like on Saturdays I usually have a soccer game first thing, and I like to get lots of sleep so I can really be up for that.

Well, like I said, I don't know what I want to do . . . like after high school. It's still pretty far off. I mean I just think about getting through the next three years. Everyone says it's so hard, the guys make it really tough for you. It's pretty scary if you're not, like one of the top people in the class. My grades aren't that hot this year. But I'd need to do a good "average" to get into maybe college or even university. I don't mean all "A's" or anything. Maybe half "A's" and half "B's" would be pretty good but I'm not near that now . . . way below average. My math isn't too bad, it hangs in at "A", "B-" on a bad day. But French? "C-" all the way. It's tough. I study it and all, but I just can't keep it in my head. And I guess because it's like a third language for me it's kinda hard, and it isn't anything like Korean or English, so I'm really stuck there. But they say you gotta have some French for university, so I stick to it.

But I think there are some things they oughta like stress more in school, you know. Like everything is on how to pass this Math course or that English course. They should help you more learn the things you need to learn for life. Like some people don't succeed too well because they are shy or something like that and they need some sort of help to try to learn what they are doing and how to change it. It's just . . . Drama is a really good thing, because it teaches you to trust people. Like everything else is just . . . they teach you just . . . well, they ask you questions and you solve some problems. But that won't help you in life. And if you can't do the things you need to do in life, you're stuck. You need to learn what your problems



are and how you can solve them yourself. You can live without Math, but you can't live without learning how to be unshy to people you work for. They think that you can't do anything, so they'll fire you. But if you can think for yourself, you can make up ideas.

Still, I've got it easier than Tom, a fellow in my class. His dad—they're Chinese, eh—and his dad never got to go to school for very long, so he thinks this is all really important, he makes Tom read all the textbook . . . like maybe we have to do Chapters Four and Seven to complete a unit? Well Tom's dad says he's gotta read the whole book, so he can be ahead for next year, and you'll never know when you'll need that stuff. So poor Tom must work two hours a night on that stuff you don't even have to do, and his dad makes him take notes, too! Anyhow, on the whole our school's pretty good. Here, the teachers, well, some aren't what you'd call my favourites, but they're all pretty good as long as you don't get in their way and never cause any trouble. ■

I am call Gurwa . . .

In Grade 9. I am 15 year now. What I can tell you is hard to say. Well, when first we here I can not talk one little bit. My grammars—sometimes they really bad still. It's hard to me to understand all the time.

This is a very clean school. I go to the ESL class. We, like, take a word and he explain what it mean. And then we write a lot in little sentence. Present tense or past tense. Talk about what we do on week end. Or holiday. Then we must write about. And then he just correct that thing. So I get lots of practice. Some student ask question. I like to listen. He kind and tell answer. At home teacher angry most time and not tell answer. Hit student and make to stand maybe on one foot, or sit like this (squats) and hold ears for maybe one, two hour. Not clean, the school and not have book, or stuff like here. Maybe part I think student work hard more there but I like here to me.

I guess I watch lots TV. Come home from school, see maybe three show till supper. Then do the homeworks, maybe watch more before I go to sleep. Girl doesn't go out much by self, so I stay in the home, help the grandmother to cook some. All the life you have to cook. The job come and go but always the cook is happening.

Mother she work all long day till late night. She sew in factory. She sleep in morning so I don't see till maybe Friday sometime. My father? Oh, he can't work. He had accident, then he can't work. He had trouble with his brain, is easy to forget. He have headaches and he can't feel past them everyday. He can't do anything. He has to make operation.

I have two brother. No, I mean here I have one sister, one brother. One sister one brother with family in India. They maybe come soon. We must have money for them to come. And aunts and cousins. I am first child. I must help with little ones and be in house for them sometime. So I go to school, come for the homeworks and be here for my mother. We are use to this. Some girl in my class go with friend, dance at school. Me I don't like to do. Not like to go in dark, be alone. And have to be help to my mother too. Play with young ones when uncle have friend over. Girls are never in the room when you talk, so I just stay with brother and sister, help the grandmother.

I know this girl Dari, also from my country but more year here than me. She grade 11 now



my school. She marry this week. She marry Sikh man her family find for her. Like from home, he have gift for family, you call dowry? She meet him first time at wedding. They marry then she go back to school to finish. He go back to other city to work, wait for her. She is a very good girl in her family, live proper way for them. But I think not all too easy, because she have many Canadian way about her now. Still she be good girl, get all paint up, veil, everything for wedding. And he come with family, meet her family, meet her, have big party. Do all old things for belong family. Me, I do not think of marry because I must help my mother with money. I don't know what yet I do for job, but first finish school to get good job.

In my ESL class, we got one from Vietnam, one from Laos, one from San Salvador, one from Germany, me and one from Phillipines try to go university. Most we think just get job, university too hard, take too long. Just get job quick, maybe if good with machine fix car, maybe cook something. Sometime can have other job, save money faster, too. In summer I work on farm, pick vegetable, make the weed out. Very hard, very hot. So most in class, no matter where come from, like me I think. Work hard now, maybe have fun later in life.

In my day I am get up at 6:30. Wash and do the braid. My grandmother sometime have breakfast for us, or I not have time. We eat food my grandmother make from home. Our country thing, maybe you don't know these food. I take bus for school, get there for maybe half-hour early. I can work on things, always behind. It take me so long to read and look up word I don't know. Then I go to the class, just talk to friend a bit, come home, play with little brother and sister, help the grandmother with cook the dinner. Sometime go with her to buy food, help with English because she cannot speak, too old to learn. We go often to store to buy our own kind food, she speak then, but very long way, two hours on bus there and then back.

We go sometime to our church, see people we know there. Sometime friend from church come to see uncle or mother, maybe bring friend for me, visit, talk about home and school here. And I phone some friend sometime from school, but not much. I don't like to go out too much, and they have different life. They nice to me and all, and sometime we laugh a bit together, but mostly in class, by locker, that sort of thing. Some girl they have boyfriend, but not me. I must keep to home and help my family. Night time I do homeworks, maybe two hours. Go to bed maybe 10:00. That's it.

In the school I try to get good grade, but it is not easy. I not like Math so much, but is more easy for me because the numbers, you know. I like the Socials, but it hard, for the words. I like to know about the other country, though. And when we learn about Canada this is good for me understand history and how the thing work here. The French is very hard. We do not talk much, but must remember many thing, and same with Science, many names and chemicals I do not understand much and have to ask many questions from my friends in class and if the teacher has time. We have to take the PE but I do not care for this. Play games, run around is for play, maybe after school for some kid, but me I need to study. I rather be home, use dictionary, look up thing in books we bring from India, this better for me than PE. Maybe more ESL time. Oh well.

I think thing get maybe a bit better now. I have work hard and look like okay to finish school. We have home with uncle and my father here now. Maybe others come soon. Mother work hard at job, with money for family. Sometime I remember when we come here. I scared. I can't, I didn't eat, because . . . I didn't eat, just sit in the plane. I wanted to throw down.



And then we get to airport, see uncle, and so many things different. We move to apartment with him, and one day I go out to look and get lost. Walk a little block, turn corner, lost. Just walk and walk, could not ask for help, write address, nothing. So scared. Family out to walk for me, look everywhere. Finally find me, walking around. I was so scared I felt to cry, but I didn't. Then they find me. But it was so long, many hour. And the whole house is so scared, I want to cry now. ■

Oh, hi, I'm Jamie . . .

I hope I didn't keep you waiting. I had to see Mrs. Braithwaite about some ads for the year-book and we just got it all sorted out. It meant I missed part of my Chem class too, so I'll have to catch up on that later. It would be that one, wouldn't you know . . . I mean, I'm suffering dramatically in that class . . . not that she's a bad teacher. I just don't have the hang of it. Getting 90s and high 80s in that. It'll ruin me for sure.

But it's great, isn't it, when things just fit together. I mean, in History, like that's my very favourite, I'm just cruising that course. I get what's going on. We get that late in the afternoon, and when it's hot out, like everyone's just kind of vegged out, and even sometimes I feel too blah for words, but the teacher is so great, and the material is, like, so IMPORTANT, you know . . . like why we are here and how we got to be here and what made our country run the way it does and all. I mean, before I know it, I'm just mopping it up and making notes like fury. So . . . oh, sorry . . . they need me for a sec . . . can I—?

Yeah. Oh, excuse me for that. They were from the Grad Committee, needed to know where we're meeting after I'm through here. All the head honchos have to get together today to get the final details ready, all the input from everyone, budget, timetable, all that. Anyhow, where were we? Classes. Well my favourites as you can see are the Arts, like English and History. Sciences, well, I'll do all right but my heart's not in it.

So when I finish classes today, I have badminton and then I'm meeting a friend to go over plans for a workshop our Young People's group is having on the weekend. Then it's home for dinner and homework. I guess I put in two or three hours a night, unless there's, you know, a really big project due or something. But I'm too busy to let the deadlines creep up on me. I mean there are the kids who're crashing through, but not me. Mainly I sort out in class what I need to do, ask the teacher for help if I don't understand parts of the assignment, and then it's all written up in my assignment book, so I know what needs to be done, and when. That way I can decide which things to do first. It's really worth while to do the work at this school.

I guess I don't really know, because I've never been to a public school, but it seems to me that in an independent school you get more instruction. The classes are smaller, and so we can get more individual attention. I think we get some pretty good teachers here, because they think this is a pretty challenging atmosphere.

Next year I guess I'll go to university. I'm really torn between doing that and travelling for a while. I've travelled quite a bit with my folks and my sister . . . Mexico. Hawaii. Europe for three weeks last year. But I'd kind of like to get out on my own. I'm thinking of a university back east, McGill maybe, or something like that. I just don't know yet . . . it's so hard to choose, isn't it? ■



My name? It's Dana . . .

School for me? Well, it's . . . a hassle. No, actually, not all the time, it isn't . . . sometimes it's pretty fun, like when we do Art, because I'm okay at that. My hardest subject is English. I do not like English because I have problems with spelling. And I use a lot of slang, you'll see. I've tried to stop using "ain't," because my English teacher here, every time I use "ain't," she nails me: "Don't use ain't . . . it's slang!" So I get a little bit upset when they correct me when I'm trying. So . . .

Besides I quite often don't make it to school . . . I rush and all, but I seem to miss the bus and it's a long ride . . . an hour or more . . . to get here. I hate the bus. It's the school's own bus, goes all around and picks up everyone so we're on it for like days before we even get to school. And there's no one to talk to. I mean there's a lot of harsh preps here—kids who're starch-heads. You know what I mean? Oh. Well, I dunno how to explain it. Starch-heads . . . they'll grow up to be politicians. They've got lots of money to spend, nothing matters very much to them, like life's easy okay, eh?

Now I like to spend money. I mean shop till you drop. This is my major sport. We just go to the mall and go for it. But Mom isn't making very much right now, and we owe some of that to the Co-op where we live, and some goes to the church every month. So a little babysitting money, stuff like that. Means a few video games at the mall, maybe a movie.

But I have to do my best to schedule. I forget things and I have to write them down. See, I keep this little book. If I get behind in my schedule I end up regretting it later on that day and I end up staying up real late. I regret it because if I don't get it done I end up procrastinating, so I regret it, see? The only thing that really bugs me is I get mad at myself whenever I do make simple mistakes and I've been told "that's the dumbest thing you could have done." I get mad at myself and I start smashing my head against walls. I get so mad I smash myself maybe five times against every . . . mmm-hmmmm . . . yes. Uh hum.

You should see some of the things I've said. I wanted to kill myself last year, like I was on a suicidal mission, because my dad was going to get married. I felt that I was going to explode because he had just went over the divorce and that was like a ton of bricks on me. And this marrying thing isn't so bad as that, but it's there, you know. I'm mad. I don't want my dad to get married. Anyhow, he's trying to help me understand all this. He has a new punishment for me. It's that every time I say something bad about myself, I've gotta say two good things. Anyhow. He doesn't live with us, and I only see him about once a week, so he can't know all about me. Good thing, with some of my marks. Oh well, "teachers are for teaching, and parents are for loving," or so they say, don't they? (laughs). Actually, it kind of makes me laugh, if you wanna know, I mean when I put things together . . . like I think of how I slave to try to get it right at school, like maybe on a quiz, and I do okay here—like in this school—but when I go back, next year, to regular school, I'll be lost again . . . anyways what I laugh about is one of our teachings, from our church, that says "You have to be a slave to be Number 1." That's me, boy. ■



Although not representative in a statistical sense, these six profiles do indicate the diversity the Commission found among learners as it travelled throughout the province—a diversity to which every teacher in the province can attest. Learners like Kelly enjoy a life in which economic well-being and social acceptance are almost taken for granted. Born in Canada and members of the non-visible majority, they generally enjoy strong supportive families who believe that good fortune is the result of talent and work, rather than luck. For these youngsters, there are some “hard parts” in life just now, but these tend to be temporary growing pains associated mainly with adolescent assertions of independence. By and large, their home and school lives allow them to become stable, confident young people.

A majority of these learners do well. They find school interesting, although their interests are often related more to social than academic activities. Where else than school can young people like Kelly find as many peers assembled regularly in one place at any one time? Teachers note that often when the interests of such students are captured by the curriculum, first rate performance is possible. In subjects where their concentration or interest wanes, or when they are short of self-discipline, their grades suffer accordingly.

So important is the school as a social crucible for these young people that they describe their days around, but not in, the classroom. While the school remains at the centre of their lives, it is apparent that their studies tend to be impediments they must endure along the way to what really matters. These youngsters know that they are accepted in school, and, also, that they will enjoy this freedom from responsibility only for a limited time. Within the safety of the school, they are confident enough to explore their own individuality. Few of them smoke, use drugs, or drink. They do not belong to a gang, or get into trouble. In the main, they do not pose discipline problems at home or at school. They belong. They go to church, take part in youth programs, and make some commitment to such things as music or sports. Socially, they are usually conformists, and enjoy a high profile among their friends.

These learners know it is important to graduate. They see direct links between education and financial success—for them, university is simply a logical extension of school. In fact, they are part

of a group who assume that higher education is in their future and that this higher education, and the professional careers it will bring, will eventually provide them with a high level of economic comfort.

Ardis and the others in this group of students lead lives which are best described as rough. It shows in their language: they speak roughly and often crudely, and their perceptions are blunted by their experiences and limited by the role models they have in their lives. Many of them come from broken families who had little education themselves. Their role models are older adolescents and young adults who are generally employed or unemployed high school dropouts. They admit that their social groups engage in drinking and drugs; petty theft sometimes supports their smoking habits; gangs, fights, and playing cat-and-mouse with authorities of any kind occupy much of their time.

At best, such learners view school as a necessary hurdle; some describe them as “at war with the school system.” Certainly, they do not see school enhancing their development, and only classes which have a direct and simple link to the job world are considered valuable. Shy in school, they prefer to sit silently in the back row of the class. They sometimes resent feeling inferior. They skip classes, repeat grades, and wonder if they will ever finish high school. As a rule, they rate practical courses, such as woodworking and typing, as more important than Social Studies, the Sciences, English, or French. Where they cannot see direct and personal benefits from studying, they regard their time as wasted. In a world where here-and-now is everything, it is not surprising that such youngsters place little value on education.

Although learners like **Walter** were born in Canada, they are visibly different from learners in school. Their parents, many of whom are immigrants to Canada, have made for themselves and, importantly, for their children, substantially better lives than those they left behind in their homeland. Life is better here, they believe, because their children now have the opportunity to a complete education followed by steady, higher paying employment that will lead eventually to an affluent lifestyle. To achieve these ends, parents are prepared to work 10 to 12 hours a day, seven days a week. They feel, also, that their children should not sacrifice either their studies or their recreational activities to help in the



family business. Although these families retain an old- world respect for courtesy, hard work, and family responsibility, the parents of these learners have integrated themselves fully into the general Canadian community. Yet they retain contact with others in their homelands, and maintain the ties of an extended family unit.

A significant gap exists for these learners between their goals and performance. They are fiercely pressured for time, and throughout their lives they have seen their parents working all hours of the day and night just to "put two meals on the table," as one youngster said. Yet they do not choose to manage time to their personal advantage, and they are characterized by a genuine lack of self-esteem. Several of these youngsters experienced learning difficulties in their early school years, in some cases simply because English was their second language, even though the family had lived many years in Canada. "Well, I'm slow," shrugs one, recalling her years in primary-school learning assistance classes. And this sense of failure, of embarrassment at not performing well, has lingered into their high school years, affecting their abilities to organize their work and their goals. They have, however, the ability to succeed and the benefit of a supportive home environment which encourages them to do so.

Students like Gurwa are new to Canada, but in contrast to other groups of immigrants, their assimilation into Canadian culture will likely be slower. They are children from families who have been able to send one or two members abroad, in the hope that these "pioneers" will do sufficiently well in Canada to sponsor, in turn, the emigration of other family members. Money is always a dominant concern. The responsibility always exists to save to help others emigrate; cousins and elder relatives are considered immediate family for whom they are responsible. In many of these families only one parent is in Canada, and that one parent bears the entire financial burden for the family. Often unable to speak the language, and mainly unskilled to begin with, these individuals can secure work only as labourers, sometimes holding several part-time jobs such as watering gardens, cleaning fish, or sweeping floors. They depend greatly on the local ethnic community to establish contacts for them, and because their lives are bound to long days of physical labour, they are unlikely to have the energy or resources to learn fluent English.

Consequently, their capacity to assimilate is restricted, and they rely on their children to act as intermediaries with the larger community around them. Their dreams for a better life for themselves and for the remainder of their family in Canada or elsewhere rest on their children's success in completing school and securing a regular job.

The children in this group typically lead two lives: they are Canadian school students as well as members of tightly knit ethnic communities. At times, these youngsters experience great stress as they move from one culture to the other, because there are sometimes deep value conflicts between the two settings. Many of these individuals have experienced war, famine, or extreme deprivation; they are unlikely to have a childhood as we know it. Their primary responsibilities are defined in terms of completing their education and obtaining a steady job . . . attending university is not seen to be a realistic goal for them.

School, to them, represents "hard work." Many experience continuing and often severe difficulties in learning English, difficulties which, in turn, slow their progress in other school subjects. Opportunities to receive assistance with English, or to speak with others in English at home, are limited and sometimes unavailable. Many such students feel that they are "not smart" and that the school grades they earn, which tend to be average, are the result of much hard work. As a rule, they do not take part in social or sport activities; instead, they spend their time completing unfinished school work and meeting family obligations. Indeed, they bear an unstinting sense of financial and moral responsibility for the extended family, whether the members of that family are here, waiting for their opportunity to come to Canada, or remaining in their homeland, dependent on the assistance sent by their Canadian relatives. For learners such as these, finishing high school will enable them to become a major economic contributor to the well being of their families.

Both Jamie and Dana represent in different ways groups of students who attend non-public schools. These groups vary widely in terms of their ethnic background, socio-economic status, educational objectives, and academic abilities. Some attend non-public schools as a last resort in finding help for their particular learning problems; others attend non-public schools because of religious affiliations; still others attend because of



family perceptions that such institutions offer strong educational programs leading to high levels of achievement.

Jamie represents a group of learners who have spent their entire school lives in non-public schools and who are motivated by academic challenge. They view their roles as learners in a positive way and believe that the non-public schools offer greater challenges, more focussed environments for learning, and higher standards than they could find elsewhere. They are competitive at school and regard grades as important measures of their performance and of their social and academic acceptability. Many learners like Jamie will attend university following completion of high school.

Other learners, who attend non-public schools, do so for religious rather than academic reasons. As individuals, they are drawn from a cross-section of socio-economic levels and, for the most part, reflect the varying abilities and interests found among public school students located in their neighborhood or community.

In contrast, Dana's parents, and others like them, have turned away from public schools and enrolled their children in special schools designed to work with youngsters troubled by particular learning problems. Often, this family decision is taken at great expense and with the strong conviction that only through such action will their children be able to overcome their disability and assume a productive, independent life. Families are frequently low-income with a single parent, which underlines the commitment of parents to their children's education. Many of the students will have repeated earlier grades, the parents will argue, because the public school system either failed to correctly diagnose specific learning problems or to provide suitable remedial programs. Such parents generally anticipate the time when their children will be able to return to the regular school to complete their education.

What these learners all have in common, however, is the belief that their life in a non-public school is preferable to what it would be if they attended public school. At least that is the way they see it themselves: the child who is physically small for his age sees security in his small independent school world; the girl who is learning-disabled finds others like herself in her independent school; the deeply committed child of one spiritual affiliation or another finds kindred spirits in the church school; the academically able, committed student finds challenge in

competition with peers. All of these learners, of course, can be found in public schools as well; however, these independent school youngsters perceive the difference between their schools and others as a badge of distinction which gives them a solid, credible identity within a world of manageable structure and proportion.

CONCLUSION

It was interesting, but not particularly startling, that the learners we interviewed approached school, generally, with a utilitarian perspective. They looked to schools for the benefits they could gain from them, rather than wishing to pursue learning for its own sake. Yet, somehow paradoxically, the young people we interviewed held personal and social views about the importance of their own learning. For the most part, they portrayed it as an intensely personal activity which provoked the imagination and kindled a spirit of challenge when it occurred. They viewed learning also as a group activity, one to be shared with friends and classmates. Accordingly, they valued teachers who provided them with opportunities to take risks and strive for more than they thought they could achieve, but, somehow, who were also able to create that sense of belonging to a group in which all members could share in the challenge.

What was more troubling to the Commission was that a number of the youngsters we interviewed expressed no goals for themselves. This was more apparent in children from disadvantaged rather than advantaged backgrounds. Life for such youngsters was characterized more as an unfolding of events, a string of experiences, than it was a journey toward a distant but partially visualized destination.

We note, also, that many of the children we interviewed, even those who stated clear goals for themselves, were unsure about how they should achieve their goals. Similarly, from interviews with parents, we found that many parents were uninformed about possible career paths open to their children. Without question, schools have much to do in educating learners and parents on the range of careers and opportunities that exist. As we see it, the efforts that schools undertake in this regard occur too late in the students' school careers to be of much assistance and usually do not involve parents. In a similar vein, as we will



more fully describe in Chapter 5 of this report, the curriculum is startlingly inadequate at the senior secondary level for learners not planning to attend a post secondary educational institution. What was requested by most of the secondary students we interviewed, even those headed to college or university, was greater variety, choice, and relevance in course selection.

Finally, the diversity found among the students we interviewed, as well as the diversity revealed by our statistical and other data, speaks clearly to the challenges society faces in providing educational and other services for young people. In Chapter 4 of this study, the Commission examines more directly the meaning of this diversity for educators, its implications for the way we attempt to organize and bring to bear social and educational resources on behalf of young people, and what such diversity suggests to us about the nature of the mandate schools require to operate effectively in the 1990s and beyond.

CHAPTER 4:

RESPONSIBILITIES OF PUBLIC SCHOOLING

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4. RESPONSIBILITIES OF PUBLIC SCHOOLING

The previous three chapters of this report, we trust, suggest in general ways some of the educational implications associated with British Columbia's changing social character, as well as the great diversity that now exists among the half-million young people who attend schools throughout the province. In identifying such changes in social and family structures, and in illustrating the different social contexts which shape children's lives outside schools, we have also, by implication, suggested something about youngsters' needs for educational, social, family support, and health services. The young people who attend provincial schools, quite simply, do not arrive at the classroom door each morning with the same opportunities to learn; their levels of preparedness for learning and, indeed, the social capital or social resources upon which they can draw to sustain their educational efforts differ greatly.

Throughout the course of the twentieth century, and especially in the past two decades, the school—and particularly the public school—has assumed far greater responsibilities than ever before in attempting to meet the diverse developmental needs of youngsters. At the same time, broad social movements which have resulted in the de-institutionalization of children, once cared for by other jurisdictions in other settings, have contributed to the increasing heterogeneity of school populations. Children with physical or mental disabilities, or with other special needs, have now been brought into the mainstream of school life; this change, in itself, has had important ramifications for school policies and for the extent of services schools in the 1980s are expected to supply.

Taken as a whole, such changes have led to some considerable confusion on the part of educators, the public, and policy makers regarding the role of the public school in society and the nature of the tasks schools today should be expected to perform. This uncertainty about the public school's role, and about the role of educators in the development of the young, was expressed to the Commission on countless occasions over the past year. Classroom teachers, school governance officials, and school

administrators, in particular, spoke forcefully about the need for greater clarity in defining educational activities and purposes and about the need to delineate in more precise terms the school's relationship to the family and to other social institutions.

To many with whom the Commission spoke, this issue was defined as a question of mandate, a question of establishing the nature and extent of the school's responsibility in the lives of the young. The Commission was advised repeatedly, "We need a mandate, we need to know what the schools should do." When such assertions were probed by the Commission, however, those who had made such statements were not always in agreement, or entirely clear, about what they meant by the term 'mandate.' In the main, it was used loosely and ambiguously to refer to the goals of schools and to issues concerning the extent of their social responsibility.

Nevertheless, despite such differing interpretations and usages, the fact remains that no other issue was brought to the Commission's attention as often, or with as much concern, as the question of mandate. With little risk of overstatement, it can be said that many of the issues and problems presented to the Commission throughout the course of its study and deliberations can be traced in some direct way to the confusion about the nature of the school's role and its mandate for action.

It is therefore imperative, the Commission believes, to illuminate as clearly as possible the contours of this mandate issue in this report, and to suggest, as best we can, some steps that may be taken to bring order from this confusion and to define what the Commission sees, on the basis of its study, as the principal elements of the school's mandate. That definition should clarify the nature of the school's authority to act and the scope of its authority and should lead to the codification of the school's purposes, functions, responsibilities, and authority in law. In view of the uncertainty that presently exists, the Commission will set out in the following pages its own understanding of the mandate question and how it will be addressed in various ways throughout the chapters that follow.



4.A THE SCHOOL'S SOCIAL ROLE IN PERSPECTIVE

Confusion about the purpose of schooling is certainly not new. Since the establishment of the first public schools in British Columbia more than a century ago, we have looked to the schools to support our social structure in numerous ways. Over this period, schools have been viewed as multi-purpose institutions whose endeavours go far beyond educational functions—various public elements at various times have seen schools as agencies for civic development, as laboratories for democratic practice, as institutions to sustain a common culture and common values, as places to remediate the behaviour of wayward youngsters, and as centres for community life. Within the public imagination, the potential of schools has sometimes seemed boundless; we have turned to schools to reduce crime, improve public health, inspire patriotism, minimize civil strife, eradicate prejudice, promote social justice, set children on the 'right road,' and, in the long run, even contribute to international understanding. This historical tradition of expecting the school to perform these wider responsibilities has, in effect, greatly obscured its primary purpose as an agency of learning.

4.B THE SCHOOL'S SOCIAL FUNCTIONS

The school, as we have come to know it, fulfills three major social functions. First, schools provide a custodial service; they are valued as places where children can spend time in relative safety and under the care of adults, while the adults in their own families work. With over half the mothers of school-age children in the provincial work force today, it is clear that the custodial function which schools have long provided will continue to constitute an important social service—one the public will not surrender. The significance of this custodial function cannot be minimized, especially in view of the changes in family and social structures referred to throughout this report. In fact, if anything, the public school can expect greatly intensified pressure to widen its custodial services to include even younger children.

Second, schools also serve to socialize children and adolescents to the norms and values of their society. Although the first agency of socialization is, and should remain, the family, the school helps socialize children to a community broader than that of the family. The fact that there are more people in school than at home, and that work and play ordinarily take place in groups of 20 or 25, means that children learn attitudes and abilities difficult to learn in the home environment, but necessary for community participation as well as for the world of work.

Third, the school performs an educational function. It is in schools that children are expected to learn the set of basic tools which will enable them to continue to learn throughout their lives. Schooling, at best, however, represents only the *beginning* of a lifelong process of education; many other formal and informal activities contribute to a person's educational development, and not all of these take place in schools. If we tabulate, for example, all the hours that make up the life of the average person today, we can estimate that only two to three per cent of those hours are actually spent in school—a fact frequently overlooked by the public, and sometimes by the educators who serve them, when they set ambitious social or pedagogical tasks for the schools.

These social functions, the Commission believes, are carved in the granite of tradition and will remain an essential part of any school's activities, however described. Schools, as they are constituted in our culture, can never escape such responsibilities because they remain fundamental to the institution's very nature.

4.C THE SCHOOL'S EDUCATIONAL PURPOSES

Notwithstanding the other two social functions of schooling noted above, the school's primary social function is to help educate youngsters. How the school should best do this has been discussed and debated since the beginning of the Classical Age; nevertheless, over the centuries, civilized societies have come to ascribe four major educational purposes to schools. After a lengthy review of current and historical educational writings, and in consideration of what the public and school professionals said on this



matter, the Commission regards these as the purposes to which the provincial school system should aspire.

4.C.1 CULTIVATION OF MIND

The school's first educational purpose is the cultivation of mind. What this means is that youngsters should learn how to think at advanced levels. To teach children only facts without teaching them how to reason about those facts, or make critical judgements about them, is to deny youngsters the essence of a high quality education. It is impossible to reason or to make critical judgements, however, without thinking about something. The development of expertise in anything requires both knowledge about a subject and the capability to think deeply about that knowledge. In short, it is impossible to teach people how to think in the absence of something to think about. It is likewise senseless to talk about developing children's higher order thinking skills independent of the subject matter one wishes to teach. Put differently, the first question of education is to determine what is worth learning and, then, to decide the nature of learning required in order to think in a sophisticated manner about that subject.

As a postscript to this we might add that the learning associated with this cultivation of mind is hard work. There is simply no way of making it otherwise. This is not to say that learning cannot or should not be fun. Nor does it mean that learning cannot result in pleasure, a sense of accomplishment, or a feeling of challenge. However, the task of learning may also result sometimes in failure and discouragement, pain and embarrassment, or avoidance and withdrawal. In other words, the learning that is part of the cultivation of mind and necessary for the construction of understanding cannot occur without some risk.

4.C.2 PREPARATION FOR VOCATIONAL LIFE

Cultivation of the intellect and the acquisition of knowledge associated with it are noble educational ends in themselves. Education has its own intrinsic worth; it is better, we believe, to be well educated than to be

poorly educated. However, the cultivation of the intellect is also seen by society to have considerable social and economic value for the individual. It is part of our cultural folklore that a person can convert a good education into higher earning power. Beyond this folklore, of course, substantial research exists to support this claim; the world of work rewards those who can think flexibly and solve problems in creative ways.

The public and school professionals have long acknowledged vocational development as an important educational purpose. Nevertheless, in the past, some confusion has surrounded the school's role in this regard. Typically, schools have divided young people into two groups—'academic' students and 'career' or 'vocational' students. This division in many respects has not been useful. For one thing, it obscures the fact that all youngsters in school are both academic and vocational students. They are academic because all of them require, and derive, benefits from the intellectual program that aims at cultivating their minds. They are vocational to the extent that all of them will participate in the world of work and will require the tools to earn a living.

Today, we regard young adults who are uninformed about the economic system in which they live, and who do not possess the information and personal attributes necessary to achieve economic independence, as being inadequately educated. This is true of individuals who plan to attend university after secondary school and of those who plan to enter the work force directly. Preparing for the world of work should be a part of the curriculum in which all students participate.

Such a view, however, is typically not embodied in the secondary school curriculum found in schools throughout North America. Indeed, it is unusual to find a curriculum for non-university or college-bound students that is as coherent or as well articulated as the curriculum designed for potential post-secondary students. Rarely, in fact, do students or their parents actually choose vocational programs. As a rule, such programs are selected for students only after they have proved unsuccessful, or uninterested, in what are generally termed 'academic' programs.



This issue, important in itself, will be fully examined by the Commission in Chapter 5.

4.C.3 MORAL AND CIVIC DEVELOPMENT

The third educational purpose of schools has to do with moral and civic development. Although we recognize that the development of moral and civic responsibility in the young is a task shared by a number of social institutions, including the family, religious organizations, and various civic agencies, society continues to look to schools for assistance in encouraging development in these two areas.

From the Commission's perspective, moral development and preparation for civic life constitute particularly important educational ends. Young people at school today are forced to consider many difficult moral issues and their consideration of such issues is made even more problematic by the diversity in social values that marks the society in which they live. They must learn to answer for themselves; for the future generation they represent, an array of ethical questions must be faced in the realms of social relations, science, technology, and medicine. Through education, they begin to learn how individuals can reason clearly about vexing moral issues and choices, and what it means to act in morally responsible ways consistent with such reasons and choices.

Furthermore, it is through social studies, history, and other courses at school that youngsters learn something about the nature of the democratic system of government we enjoy. Here they learn that governments such as our own do not work well unless citizens recognize and act on their civic obligations to their communities and that the preservation of democratic principles and institutions requires participation by citizens in community, regional, and provincial affairs. If participation in provincial life is based entirely on self-interest, we put at risk some of the most cherished qualities of democratic government. In Chapter 5, we will examine the question of education for citizenship in more specific terms as it relates to the nature of the school curriculum.

4.C.4 INDIVIDUAL DEVELOPMENT

The fourth and final educational purpose to which the school has directed itself over time has to do with the development of the individual. Schools can and do encourage young people to develop a sense of their own self-worth, to find personal challenge in the world around them, to find satisfaction in their own achievements, and to understand their own individuality. Within school classrooms, corridors, and playing fields, young people begin to define for themselves a meaningful role in life, a reason to work hard, and a sense of who they are. It matters little that sometimes their striving for individuality means that they conform more closely to a peer culture rather than to an adult culture—that is all part of growing up. What is important, however, is that within the social life of the school they learn that “to belong” does not mean that they must always conform to the group, that within all people are the roots of uniqueness, and that all are worthy of dignity.

These four goals—the cultivation of the intellect, vocational development, moral and civic development, and individual development—were identified and discussed again and again as the key objectives of schooling in presentations made at the Commission's public hearings and in written submissions. We note, too, that these four goals were likewise identified as the major goals of education in the 1985 *Let's Talk About Schools* study which surveyed public and professional opinion about provincial schooling in general.

4.D PRESSURES TO EXPAND THE SCHOOL'S SOCIAL RESPONSIBILITIES

Although little debate surrounds the educational purposes of schools, this is not the case when we consider the school's social role. Earlier in this chapter, we noted that, in addition to the provision of educational services, the school also provides custodial services for the young and acts as an agent of socialization. The nature of the school's social role today, however, is not quite



that simple. Over the past two decades, schools have gradually assumed other social responsibilities to do with the broad developmental needs of youngsters and the assumption of such responsibilities has led, in recent years, to considerable discussion and debate about whether schools should render such social services.

It is an issue that is, and is not, of the school's own making. Because the school organization, with its captive population, offers society its most systematic point of contact with youngsters, the school represents an ideal and efficient organizational structure by which to deliver a variety of health and other social services to young people. For that reason, there is an organizational imperative behind the school's expansion into the social domain.

There is also the factor of proximity. When a child is troubled or underfed, or if a child cannot benefit from schooling because of learning or other disabilities, it is the teacher, the other students, and the school who must live with these difficulties. The child, or the child's problem, will not simply disappear if untreated. So it is, therefore, in the interest of educators to deal with such problems—and, indeed, the educational profession itself attracts to its ranks those who are motivated by the idea of such social service.

When these two factors are put together, they help suggest why the school's social role has expanded in recent decades as family and other social structures have been destabilized in the wake of broader social forces. For many youngsters the school has become a haven, a place of stability and shelter in an otherwise turbulent world. The school, too, represents an opportunity for such youngsters to gain greater access to the social resources and support systems that are instrumental to any youngster's learning or general development. But, of course, the economically or socially disadvantaged youngsters are not alone in their need for non-educational services. The recent movement to integrate handicapped and other special needs children into regular classrooms has also placed considerable pressure on schools to see themselves as social service as well as educational institutions.

4.E EXAMINING THE SCHOOL'S SOCIAL ROLE

In its study of provincial schooling this past year, the Commission paid no greater attention to any question than that of the school's social role. Apart from the careful examination of written submissions on this topic and the review of presentations made at public hearings, the Commission staff met with representatives from government agencies, non-profit groups, school officials, and teachers, as well as others involved in the social care of the young. Throughout these meetings and the course of this study we were often told that schools confront formidable obstacles in trying to provide extensive support services for youngsters.

The Commission also determined that in efforts to provide these services, educators also created for themselves something of a dilemma. What we frequently heard was that if a child had a serious problem that fell clearly within the jurisdiction of a particular service agency (for example, the Ministry of Social Services and Housing or the Ministry of Health) then that child's problem would be addressed. However, we learned that these agencies typically define their own responsibilities in such a way that only extremely pressing problems, or problems described very narrowly, were likely to be addressed by them. Consequently, 'marginal cases' often fell between their jurisdictional boundaries.

We learned also that such agencies of government commonly understood that schools were already providing basic services such as counselling, speech and language therapy, mental health services and, even in some instances, social workers to find foster care placements, and that such 'marginal' cases would no doubt receive attention from the school. In other words, what we believe has happened is that some of these agencies, all of which operate within resource limitations of their own, have defined their own responsibilities in ways that require the school to assume a greater social service role. They do so principally, we believe, because the schools have already expressed willingness to do this extra work. Recent developments in British Columbia bear witness to this observation, as increasingly the school system attempts to provide resources such as meals, family counselling, and mental health services.



In reviewing this issue, the Commission is also concerned that the school's willingness to address the full range of problems children encounter has not always provided optimum levels of service. Programs offered by schools are usually developed, delivered, and supervised by educators, a fact often overlooked by those who argue for greater social responsibilities to accrue to schools. However, schools face certain significant limitations in attempting to provide specialized services for the full range of problems that confront children.

First, using school funding to provide extensive and expensive ancillary services creates a potential—and often realized—drain on scarce resources intended for children's education. Second, educators, in the main, do not have the proper training required to develop and implement many social service-type programs. Third, properly trained senior professionals are not usually available in school systems to supervise the design, delivery and evaluation of many specialized services. So, educators are left with a complex problem. On one hand, schools have agreed in recent years to provide a far wider range of services than they traditionally supplied. On the other, the quality of that service is not generally guaranteed, because of the school's inability to develop and supervise highly specialized services. The result of this is that we have not responded to many children's needs to the extent we have imagined or intended. The Commission does not blame anyone for this state of affairs. It is, perhaps, an inevitable result of the social forces transforming our lives, the willingness of school staffs to help, and the nature of government departments to seek efficiency and avoid overlap wherever they can. The professional workers in all of these institutions and agencies whom we met appear to be dedicated and hard working people who hold the best public interests in trust.

The problems associated with providing social and educational services for disadvantaged children, or for those with special needs, either chronic or acute, are not unique to British Columbia. Jurisdictions throughout North America face similar problems and have sought resolution in different ways. One option which has been considered elsewhere but will most certainly not help in British Columbia is to create a Ministry of Children and Youth, or some other centralized bureaucracy. Such a mechanism will, in the view of this Commission, serve only to create another

jurisdiction for service which will merely compound the fractionalized service system we currently have. A strategy which promises to be more useful is to create greater opportunities, and requirements, for local communication among the representatives of the various social services to ensure that the needs of youngsters at the local level are being addressed. Currently, the Interministerial Children's Committees are attempting to fulfil this function in some regions of the province. One major problem which severely limits the effectiveness of these committees is that they have neither a budget to pay for services nor binding authority to act; consequently, their decisions and recommendations do not necessarily produce action. Moreover, at present, no formal mechanisms exist for the resolution of disputes when children or their families feel that adequate services have not been rendered, or where a particular decision is seen to be unjust. These problems could be addressed by a mechanism for third-party resolution, such as the provision of an ombudsman for children who has authority to insist that services be provided where, and when, they are needed.

Our position, then, is that the public schools ought to define their roles in narrower terms than they do now. In saying this, we remain fully aware of the need to provide services for the complete range of problems that confront British Columbia's children. To expect the school to satisfy all but the most severe social and developmental needs of the young is to weaken, in fundamental ways, its ability to discharge its primary educational objectives. This simply cannot be allowed to happen. Although this Commission's terms of reference directed it to study the educational system of the province, by necessity attention has been directed toward these wider ranging social service questions to the extent that failure to address these other issues could easily render meaningless whatever educational recommendations the Commission makes.

A narrow social role for the schools obviously necessitates broader responsibilities for other agencies. Moreover, the school's ability to achieve its educational purpose will continue to depend on how well the various social services agencies address the developmental needs of children in a concerted manner. The Commission believes that, as a society, we cannot allow children to be denied the opportunity to develop into fully capable adults. Nor can we, as a society,



turn our backs on our moral responsibilities to provide such opportunities. Nevertheless, as educational institutions, schools simply cannot be held responsible for meeting all the social needs of children to help them grow into fully capable adults. The school, of course, can and, perhaps, should remain the organizational centre where such services can be coordinated and delivered; it must not, however, be made responsible for the provision of such services.

This much is clear. The children's needs we have spoken about must be met and they are likely to be, or should be, met within the bounds of the school and its immediate community. If these needs are not properly addressed by the appropriate agencies, there is no hope that the school can rightly focus on the educational purposes that lie at the core of its meaning. As long as these needs are attended to, teachers inside classrooms can, in good conscience, concentrate their efforts on the intellectual, vocational, social, and individual goals of schooling.

In emphasizing the perspective that the school is but one of many social institutions that share responsibility for children's development and that the school's responsibility is principally educational in nature, the Commission realizes that it has taken a narrow approach in defining the purposes of schooling. It does so deliberately and on the basis of considerable thought and discussion which concludes that a more inclusive set of goals destroys the meaning of a school system. The Commission believes that if a school or school system, whether public or non-public, decides to pursue all of the educational and social objectives to do with the needs and development of the young, then it will have to reconstitute all its activities and structures, both formal and informal, to contribute to such an undertaking.

It is the Commission's view, also, that once a school or school system embarks upon this path of inclusivity, of attempting to accomplish all developmental goals for all children, there is no way, ultimately, of deciding which goals are more appropriate or deserve higher priority than others. If we accept the notion that anything which influences the child's ability to profit from schooling should be included in the goals of schooling, then we are lost, because both the educational research literature and common sense indicate that just about anything of any importance in childhood has some influence on

the success of children at school. We, therefore, must limit the scope of what we expect from schools and refocus our attention, where needed, on those social institutions that ought to be responsible for the non-education social and developmental needs of the child.

Two further points should be made in this regard. First, the Royal Commission on Education, in view of the nature of its own inquiry into provincial schooling, is not in a position, nor qualified, to prescribe in any specific way the jurisdictional responsibilities of government agencies such as the Ministry of Social Services and Housing, the Ministry of Health, or the Ministry of the Attorney General. Nor is it appropriate for the Commission to suggest the organizational and administrative arrangements that might render more effective or efficient delivery of various child care or family services. The delineation of such jurisdictional responsibilities and the definition of organizational service models are matters that should be discussed and resolved within these ministries of government upon consultation with the major provincial educational organizations and the organizations within the volunteer child-care sector.

The Commission would also like to emphasize that neither the provincial school system, nor the helping agencies of government, should usurp in any way the *a priori* rights and responsibilities of parents and the family in providing for the overall care of the young. The family, past and present, remains the most instrumental social institution to provide for the needs of children. The interventions of other institutions in children's lives, such as social service or other public agencies, should occur only when the family proves unable or incapable of providing the necessary social resources to which children are entitled as full members of this society.

In Chapter 8 of this report, the Commission's attention returns to the issue of social services for children and how such services might be best delivered within the organizational boundaries of the school. At that time, and in light of what this report will say in the meantime about the curricular, instructional, financial, and governance and administrative dimensions of schooling, recommendations will be made on the broad and important topic we have discussed here. These recommendations will address the



articulation of the various social and other support services some young people and their families require in order to benefit from all the learning opportunities that schools can offer.

4.F THE MANDATE ISSUE IN WIDER PERSPECTIVE

Much of the discussion in this chapter has concerned the tension that exists between the school's educational purpose and the social forces which have led schools to expand their social service or remediation functions. This tension was generally expressed in many of the submissions made to the Commission concerning the 'school mandate' issue. Within the body of opinion made evident in these submissions, parents, members of the public, school professionals, and educational governance officials generally spoke of mandate in one of two ways. That is, they defined mandate in 'exclusive' terms and argued that the purposes of schooling were primarily educational in nature; or they defined mandate more broadly in 'inclusive' terms and argued that, if schools are to be effective institutions in the 1980s and beyond, they must provide the range of services necessary to meet all the developmental needs of children in a diverse society.

Despite the popularity of defining the mandate issue in such terms, the Commission would like to suggest that the mandate question be considered inside and outside the educational community from a somewhat wider perspective than the contours that the exclusive-inclusive debate allow. Mandate, as the Commission sees it, has considerably more to it than the question of whether the public schools of this province should deliver certain social services.

In fact, we suspect that the term mandate has been somewhat misused within the public community and within educational circles. It has, for whatever reasons, been more narrowly used and applied than we believe people intended. Indeed, throughout the course of the Commission's study, the term mandate was often tossed out as a conceptual life-preserver by speakers when they seemed momentarily unable to express what they really wanted to say about the guidelines that should be in place to direct the educational activities of the entire provincial system. In many

instances in public hearings, in school board offices, or in talks with parents and teachers, people seemed to be grasping toward some larger statement of educational activity and purpose or toward some larger jurisdictional understanding about divisions of authority to act and about the nature of roles, rights, and responsibilities within the educational system.

Influenced by such sentiment, the Commission, too, has found itself over the past months grasping toward some larger statement or understanding of the mandate issue. In fact, it might be said that this entire report, and the areas of discussion within it, represents a search for this mandate, a search for greater clarity and purpose about what we are now doing in schools and what we should do in years to come.

Accordingly, we would like readers to consider the following four chapters of this report, together with what has been discussed here and in earlier chapters, as containing some of the elements that we see to be fundamental parts to any statement of mandate that wishes to be comprehensive in character.

How do we conceive of the school's educational purposes? How do we define the length and scope of young people's formal learning in schools, or the nature and scope of school services? How do we plan and support schooling with human and material resources or create structures for governance, administration, consultation, and policy-making? How do we codify the full extent of such matters in law and assign the authority to act? These questions are vital to the school's mandate and should be viewed as such. In Chapter 9 of this report, the Commission will outline a framework for such a mandate based upon the foregoing elements and, in doing so, point the way to a system of schooling that will ably serve the learners of this province.

CHAPTER 5:

THE CURRICULUM

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5. THE CURRICULUM

In a world where schools must continually change to prepare students for their future lives and careers, the students themselves are the only constant part of the educational enterprise. Their basic needs have not changed much across the centuries, whether those needs are expressed in elemental form in terms of food, shelter, or affection, or whether they are expressed as psychological needs for self-esteem and self-worth as students meet the challenges of everyday life.

That youngsters have always needed certain skills and bodies of knowledge to operate successfully in society and to nourish their self-esteem is not in question. The question that must be addressed, however, is this: *what* knowledge and *which* skills are needed for the information and microtechnology age, in a world characterized by change? When that knowledge and those skills have been identified, and when parents and society at large have played their rightful part in defining and meeting the basic needs of students, the role of the school becomes clear. It is a role that assists students in acquiring essential knowledge, developing skills, and gaining critical awareness of the values, traditions, and beliefs that shape them and the society in which they live. When we speak of that role, we are speaking of school curriculum, of the many educational experiences that students encounter between kindergarten and graduation.

5.A A CONCEPTION OF CURRICULUM

We must first define what we mean by curriculum and what its relationship is to the half-million young learners who attend British Columbia schools. Definitions provided in educational literature range from "a program of studies taken by an individual" to "a plan for the education of learners." This broad usage was also made evident in many submissions presented to the Commission. Some of these described curriculum as a set of "school subjects;" they also proposed that curriculum change in terms such as "more science should be taught in elementary school," "physical education should be taught every day," or "emphasis should be placed on reading and mathematics." Others discussed processes or skills that should be part of the curriculum and suggested that "critical thinking skills should be taught," "communications should be a major part of the curriculum," or "emphasis should be

on learning to learn." Still others used the term in relation to the students' future and recommended the adoption of courses in areas such as career preparation, family life education, and general life skills.

Each of these three approaches coincides with our views on curriculum in some respects. Students, we believe, certainly need to acquire up-to-date, relevant knowledge; each school subject must be monitored regularly in terms of its content and the emphasis it receives in the school program. Skills in critical thinking and in learning how to learn are abilities we wish all children to develop, using the subject-matter disciplines as vehicles. Students also need a window to the world in which they live, including information about personal health, career choice, social justice, and our social mores and values.

The Commission views the curriculum as consisting of a number of related subjects, each directed toward both the acquisition of knowledge and the development of abilities and attitudes. The subjects in this curriculum may be divided into four major areas: Humanities, Fine Arts, Sciences, and Practical Arts. The first three categories require no further explanation here. The fourth consists of subjects such as physical education, home economics, industrial education, health, guidance, and various aspects of what might be termed lifestyle education. All four categories converge in their goals of assisting students to think critically, to approach learning as a lifelong enterprise, and to gain feelings of self-worth.

Curriculum, as we have defined it, is not so broad as to include under the guidance of the school all the experiences that make up a child's life. Curriculum is essentially a statement of intention, one which proposes some subject matter or content to be learned. Curriculum policy, when promulgated by those who are charged with that responsibility, should be accompanied by plans for implementation, for teaching, and for evaluating student performance as well as the effectiveness of the curriculum itself.

Some documents, like the *Let's Talk About Schools* report, address educational goals in broad terms. While intellectual development is seen in that document and many others as the most important function of schooling, general agreement exists that the child's overall welfare should also be considered. Presentations to this Commission mentioned the importance of children's social development, the development of their self-con-



cepts, and the development of their moral standards. Such educational goals are generally seen as necessary to prepare students to live in a world characterized by change and to help them adapt to this change in order to lead full and responsible lives.

5.B THE PRESSURE FOR CHANGE

In many ways, the educational system appears on the surface to be not markedly different from the system experienced by students a generation ago. From the perspective of those who are part of the system, however, the rate at which new programs and new initiatives are introduced seems too rapid. In recent years, significant changes have been initiated in British Columbia, including a new elementary fine arts program, a new science curriculum for junior high schools, a new elementary mathematics program, a new social studies curriculum, revised graduation requirements, and the reintroduction of Grade 12 examinations. Teachers and students have obviously had to learn how to adapt.

Pressure is also directed from sources outside the school system to modify or restructure the school curriculum to make room for new courses or topics which are seen by their proponents to be sufficiently important and timely to warrant inclusion. Sometimes this pressure comes from government, sometimes from educational groups or institutions, and sometimes from lay or professional groups in the community. In this regard, the provincial school system recently introduced a compulsory course in consumer education at the secondary level, initiated a science and technology course at the Grade 11 level, responded to increasing demands for the availability of French immersion programs, and moved to include programs on family life education, AIDS, and the prevention of child sexual abuse as part of the curriculum. Similar initiatives are taken at school and school district levels to meet new demands for courses which reflect local community needs and priorities.

Coping with such demands can be difficult, especially when changes appear to be introduced

without adequate consideration of their possible impact on the system as a whole or without consideration of the constraints under which the system operates. New courses are appended to programs of studies without displacing other parts of the old curriculum. The result is what some submissions have described as "a smorgasbord curriculum," lacking coherence and structure. Because of public and professional reluctance at any time to delete topics or courses, schools end up suffering what some have termed "curriculum overload."

5.C CURRICULUM IN BRITISH COLUMBIA: A FRAMEWORK FOR UNDERSTANDING THE NEEDS

5.C.1 STAGES OF THE CURRICULUM: EARLY, MIDDLE, AND LATE

As children develop physically, intellectually, emotionally, and socially, the educational system must respond to them in ways that are suitable to their age and level of development. An educational system may group children for the purposes of schooling in many ways, although most studies of the impact of school structure on learning show equivocal results. In British Columbia, students are now grouped into elementary (primary and intermediate) and secondary (junior and senior) schools.

While the school's structural organization may not have much impact on a student's educational experiences, the same is not true for organization of the curriculum. It is of crucial importance that curriculum be appropriate to the student's developmental level and that it be based on an understanding of the circumstances that foster learning in students of various ages. Some of these apply to students of all ages: for example, opportunities for active participation in learning, use of intrinsically interesting materials and topics, provision for students to exercise some choice in how and what to learn, and a comfortable and friendly environment. Other features of curriculum should change as the age of students increases: for example, the degree of complexity and abstractness of



learning tasks, and the amount of autonomy and responsibility expected of students. These are aspects of Early, Middle, and Late Stages of the Curriculum which we investigate.

5.C.2 KEY CONCEPTS

A quality curriculum clearly reflects relevance, equity of access, response to diversity, accountability, and achievement. Relevance in the curriculum is a quality frequently referred to in the literature as well as in some submissions; however, the term is used in a variety of ways. For us, the curriculum is relevant to the extent that it is useful and meaningful. To be useful, the curriculum must reflect a view of knowledge that connotes more than a set of predetermined facts and conclusions being transmitted untouched and unmodified from one generation to the next. The curriculum must be designed to involve students in critical thinking if it is to be useful. Moreover, children must be able to see this usefulness for themselves; the curriculum and its goals must engage students in their learning for it to be meaningful to them. Finally, to be relevant, the curriculum should be based to a large degree on traditional disciplines of knowledge and inquiry. Children do not learn to think in the abstract; they have to think about something in order to learn to think, and the disciplines which have developed over human history have proved to be productive in our efforts to make sense of our world.

Children come to school from widely differing circumstances which may affect their ability to profit from the educational experience. We must do what we can to provide equity of access to the benefits of the system for all students; this will entail varied allocation of resources. It is not enough to say that all children have equal access to the system. They must have equal access to the benefits to be derived from the system through programs and services which provide for a wide range of individual differences.

Our society is remarkably diverse. As the submission from the British Columbia Teachers' Federation put it, we should "celebrate our diversity." Teachers and schools must recognize the wide range that exists in students' abilities, interests, ambitions, beliefs, attitudes, and values. Curriculum

must respond to it by providing variety and choice.

Achievement is often narrowly defined in terms of test scores—how much has been learned. We need to be concerned about attainment of the broader goals we espouse for our children. The Ministry of Education recently produced a broad statement of goals in its paper, "Curriculum Goals: Source and Rational"; if the Ministry is to be serious about promoting the wide range of attainments implied in this statement, which we have already reiterated in a modified form, evaluation procedures which address those goals must now be put in place.

Accountability is difficult in education because many factors which influence achievement are not under the control of educators or the educational system. Educators must be responsible and accountable for their actions; the public has a right to know why actions were or were not taken, why decisions were made, and what the consequences of such decisions were. Such accounting will frequently be very different from the kinds of evaluations provided to students and their parents regarding academic programs.

5.C.3 SUMMARY

As earlier indicated, the curriculum is made up of subjects in four categories: Humanities, Fine Arts, Sciences, and Practical Arts. All curriculum subjects are directed toward increasing students' knowledge, developing their ability to think critically, and promoting their growth in terms of their positive attitudes and self-esteem.

Our goal in the following section of this chapter is to describe the present structure of the curriculum in British Columbia schools and to offer a number of comments on that structure. These comments on current strengths and weaknesses come from the literature in the field of education, from submissions made to the Commission, and from



our many conversations with students and teachers.

5.D THE CURRENT CURRICULUM

To establish a context for the recommendations we will be making about the curriculum later in this chapter, we begin by providing a synopsis and critique of the current status of the curriculum. We do this by examining the curriculum from three perspectives: what it intends to accomplish, what happens to it as it is being implemented, and what objectives it ultimately attains in terms of children's learning. We refer to these perspectives as the Intended Curriculum, the Implemented Curriculum, and the Attained Curriculum; we will use them as a framework for organizing our comments.

5.D.1 THE INTENDED CURRICULUM

The Intended Curriculum is the curriculum as it is defined in official publications, regulations, authorized or prescribed textbooks and supplementary materials, and curriculum guides. It is, as the name implies, the curriculum as it is intended by those charged with system-wide responsibility at either the Ministry of Education or school district levels.

The Ministry of Education is charged with primary responsibility for developing the provincial school curriculum. Section 15 of the *School Act* outlines this responsibility in the following terms: "...the Lieutenant-Governor in Council may, by regulation, prescribe courses of study, and adopt and prescribe textbooks, and authorize supplementary reading and other instructional materials for use in the public schools."

The Act also gives school districts certain rights and certain authority in this area. Section 165 states: "Subject to the regulations, a Board may approve courses of study, textbooks, supplementary readers, and similar instructional materials for use in the public schools in the school district." Districts exercise this authority to produce many locally developed courses throughout the province. They are required to file outlines of all such courses with the Ministry of Education. The

most recent compilation of locally developed courses contained more than 800 entries, testimony to their popularity in school districts across the province.

5.D.1.A KINDERGARTEN AND PRE-SCHOOL

The current curriculum guide for kindergarten was implemented in 1984. The goals of that curriculum are to provide a variety of experiences designed to foster the child's emotional development and well-being, social development, social responsibility in a changing world, physical development and well-being, aesthetic and artistic development, intellectual development, and language development.

The primary emphasis in the current kindergarten curriculum is strongly developmental. Experiential learning, which takes into account the child's personal experience and what we know about how children are developing at this age, is the methodology of choice. Emphasis is placed on the role of play and on goals related to the socialization of children. Reading and writing are not explicitly taught, but the curriculum guide encourages teachers to involve children "in emergent reading and writing behaviour."

We believe this emphasis to be appropriate. Further, we resist any pressure to move more formal learning activities into kindergarten. As the Vancouver Elementary School Administrators said to the Commission: "Young children learn most effectively through a concrete, play-oriented approach. We should allow for unhurried child development in an enriched setting to avoid tendencies to destroy self-esteem by beginning formal teaching too early." We agree with this position.

Considerable support for this point of view exists in the literature concerning early childhood education, as well as among practitioners. A recent position paper published by the National Association for the Education of Young Children states that "the child's active participation in self-directed play with concrete, real-life experiences is the key to motivating meaningful learning in kindergarten and the primary grades." Later, on the role of teachers, this paper adds: "Teachers prepare the environment for children to learn



through active exploration and interaction with adults, other children, and materials.”

Although attendance at kindergarten is currently not mandatory, it is estimated that over 90% of five-year-olds in the province do attend. It appears that parents who choose not to send their children to kindergarten do so either for reasons of their own schedules—kindergarten is a half-day program and this may cause inconvenience to some—or because they believe their child will do better in a home environment.

Pre-school programs for children below the age of five are not part of the Ministry of Education’s mandate; instead, that responsibility is divided among three other ministries. Many excellent pre-school programs are available; most of them operate in the private sector, so parents usually must pay to send their children. Unfortunately, this means that many children who might benefit most from attending pre-school are effectively excluded from it.

Submissions from individuals and organizations, from educators as well as non-educators, recommended that pre-school programs become more widely available and accessible. They recommended that participation in pre-school remain optional, at the discretion of parents, but that flexible arrangements be made to provide suitable placements for children from widely different backgrounds who may be at different stages of development.

In its submission to the Commission, the Ministry of Social Services and Housing recommends that pre-school, daycare, and kindergarten programs all be made available in the same building, or in close proximity to one another. This submission also refers to the need for extending special services below the kindergarten level and for general inter-ministerial cooperation in early childhood education. In the same vein, a consortium of community groups interested in multiculturalism recommended that pre-school and kindergarten programs be available in various languages. They referred to research results which indicate that young children should gain competence in their mother tongues before attending school in a second

language, which in British Columbia is most likely to be English.

5.D.1.B ELEMENTARY SCHOOL

The Ministry of Education’s *Administrative Handbook* includes time allocations for all subjects and programs offered by provincial elementary schools. Those allocations are based on a recommended weekly maximum of 1,500 minutes, or 25 hours. Of that total, at least 1,325 minutes are to be allocated to teaching prescribed curricula, while the remaining time is to be divided between locally determined programs (100 minutes) and recess (75 minutes).

Considerable pressure is placed on individual schools and the system as a whole to make room in the curriculum for new programs and initiatives, as we noted earlier. Some people have recommended that the school system accommodate those requests by lengthening the school day, thereby providing additional time for new courses or programs without cutting into current allocations. We do not find the arguments in favour of lengthening the school day compelling; we suggest instead that efforts be made to make the most efficient use of the time currently available. Research literature on “time on task,” or that portion of the school day when students are actively occupied with quality educational activities, makes two important points in this respect. First, it indicates that such time is positively correlated with achievement, and, second, it makes clear that considerable room for improvement exists in the time utilized in this way in many classrooms.

Figure 5.1 portrays the time allocations for the elementary program, averaged across Grades 1 to 7. It shows, for example, that Language Arts is officially allocated an average of 42% of the 1,425 minutes of instructional time available each week in Grades 1 through 7. Social Studies is allocated an average of 7%.

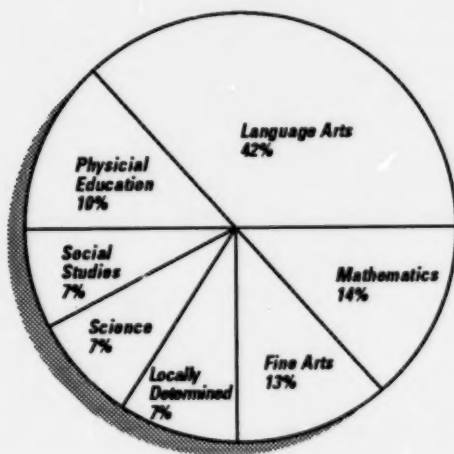


FIGURE 5.1 Average Time Allocations, Grades 1 to 7

These time allocations reflect a fragmented view of what children are meant to be doing in school, and we believe such a view is seriously flawed. Although we realize from observations in classrooms and discussions with teachers that more integration across subjects takes place than these time allocations indicate, we are still concerned about this fragmented view in the Intended Curriculum. We are particularly concerned that language learning, apparently decontextualized and removed from the study of Social Studies or Science, for example, commands such a large amount of the time available.

This does not mean that we question the importance of language development and doing everything possible to ensure that children learn to read, write, and express themselves orally. We support those goals wholeheartedly. We do have serious reservations, however, about the efficacy of attempting to develop those skills and abilities in decontextualized settings. One recent study concludes:

...the manner in which children are taught to read and write is related to the conceptions that children hold and take into subsequent literary experiences. If they are taught to read

and write in a way that emphasizes correct decoding or encoding of small units of language, they tend to view reading and writing as a process of saying the words in texts correctly or spelling the words correctly with little regard for meaning. Conversely, if children are taught to read and write in a way that emphasizes the apprehension and use of meaning, they tend to see reading and writing as purposeful and meaningful activities. Learning to read certainly involves the development of skills; but, much more importantly, learning to read must take place in a meaningful setting.

Finally, we are concerned that current time allocations make no mention of several important areas. No time is allocated to the teaching of French as a second language, of health-related issues, or of practical arts such as home economics and industrial education, except as part of the small amount of time made available for discretionary use at local levels.

5.D.1.C SECONDARY SCHOOL

Secondary school in British Columbia consists of Grades 8 through 12, and most secondary schools include all five grades. However, in some schools, the grades are separated into different configurations: Grades 8 through 10 in junior secondary, and Grades 11 and 12 in senior secondary schools. The number of such schools has been decreasing; there has been a trend in many districts toward consolidation of all five secondary grades in the same school.

The organization of the secondary school curriculum is considerably more complex than that of the elementary school curriculum. Secondary schools are authorized to offer many different courses and programs to enable students to pursue studies in their areas of interest and satisfy graduation requirements in various ways.

Secondary students take both required and elective courses; the balance between these two varies from year to year. In Grade 8, students are required to take six constant courses: English, French, Mathematics, Social Studies, Science, and Physical Education. They must also take one of either Home Economics or Industrial Education, plus another elective, usually a fine arts elective such as Music, Art, or Drama. In Grades 9



and 10 the students are required to continue with English, Mathematics, Social Studies, Science, and Physical Education; the remainder are elective. In Grade 11, students are required to take English, Social Studies, Mathematics, and Science. In Grade 12, English is required. The balance of a student's timetable is made up of elective courses, though it should be noted that prerequisite demands and post-secondary entrance requirements severely constrain optional choices. A minimum of ten hours of family life education is required in each of the five secondary years, and all students must take the prescribed Consumer Education course before graduation. The Administrative Handbook summarizes the program in the following way:

In grade eight—a required common program with some flexibility as indicated.

In grades nine and ten—a required common program including some authorized alternatives and augmented by electives designed to permit the exploration of a number of fields of interest preparatory to making specialization decisions for grades eleven and twelve.

In grades eleven and twelve—a limited required common program including some authorized alternatives augmented by sufficient specialty electives designed to qualify the student for graduation and/or entry to post-secondary education and/or employment.

Secondary school courses are organized in modules of 120 hours, which constitutes a fundamental difference in the organizational patterns between secondary and elementary schools. Elementary schools are directed to weight the various subjects differently: for example, more time is assigned to English than to Social Studies. This is not the case with secondary schools, where all subjects are given the same weight. Some variation occurs from year to year, but not within years.

In general, the current system appears to operate successfully for students in their early years of schooling and for those at the senior secondary level preparing for university entrance. In between, problems exist. And, it is during this period, between the ages of approximately 12 and 16, that many students come into conflict with the school system.

Many adolescents find school boring and irrelevant, and too many drop out of school. With few viable alternatives outside school available to them, such students end up feeling alienated from both school and society.

The educational sources of such problems are not difficult to discern. The elementary school program is, to a large extent, child-centred. When a student enters Grade 8, or earlier in some cases, the focus begins to shift from students to the curriculum, as well as school organization and administration.

The Commission draws particular attention to the shift from elementary to secondary school—the move from Grade 7 to Grade 8. Grade 7 students usually have one teacher who teaches them most, and sometimes all, subjects. There is a degree of specialization among teachers in some elementary schools but, even in such cases, the number of different teachers that any student interacts with is small.

The situation in secondary schooling is very different. Students in Grades 8 through 12 may have as many as eight teachers in a year, one for each subject. The curriculum consists of distinct subjects, with no obvious connections made between them, and the school day is fragmented into separate blocks of time. Although secondary teachers are certainly concerned about the welfare of the students they teach, the fact that each of them may teach more than 200 students makes it difficult to get to know individuals well.

5.D.1.D ALTERNATIVE PROGRAMS

Alternatives to the standard curriculum have been developed by school districts or by the Ministry of Education to respond to students with special needs, aptitudes, or interests. Such programs are offered in both elementary and secondary schools, and they are usually quite distinct in character from regular programs offered in those schools. In the Administrative Handbook the Ministry of Education describes its official designation of alternative education programs.

SPECIAL EDUCATION PROGRAMS AND SERVICES

Programs for students with special needs are provided in every school district, although



not all districts are able to provide services for every child under their jurisdiction. In the latter case, students are accommodated in districts other than their own, or in provincial resource centres. Special education programs, as indicated earlier in this report, are offered in each of the following areas: Gifted; English as a Second Language (ESL); Severe Behaviour Disorders; Learning Disabled; Mentally, Physically, or Sensorily Handicapped; Communication Disorders; Native Indians.

FRENCH PROGRAMS

Four programs are currently available: *Programme Cadre de Français*, early French Immersion, late French Immersion, and secondary French Immersion. All of these programs are offered in addition to French as a Second Language, which is available at the elementary level in most districts and in all secondary schools. The *Programme Cadre de Français* is intended for francophone students and represents the French-language equivalent of the regular curriculum. The program is offered in districts where parents request it and where sufficient numbers of students are available to warrant offering it.

CAREER PREPARATION PROGRAM

This program is designed to prepare students for direct entry into the job market or to career programs at the post-secondary level in any of eight specialty areas. The program includes on-the-job training.

COOPERATIVE EDUCATION

This program involves schools cooperating with employers in the planning, delivery, and evaluation of training for students. It is generally far more extensive than career preparation and work experience programs. A minimum of 200 hours of training is required on the worksite to complete this program.

CORRESPONDENCE EDUCATION

Programs ranging from Kindergarten to Grade 12 are available through the Ministry of Education's Correspondence Education Program. Courses are designed to provide educational access for students who live a long distance from school, who have pro-

longed illnesses, who live abroad, or who attend a school where a course of their choosing is not available. The program is administered by the Correspondence Branch of the Ministry of Education.

INTERNATIONAL BACCALAUREATE

This two-year program offered at the senior secondary level is designed primarily for academically gifted students. Schools wishing to offer the International Baccalaureate program must first be accredited by the International Baccalaureate of North America, the governing agency. The program is currently offered in 15 schools in British Columbia; there appears to be a growing demand for it.

NATIVE INDIAN EDUCATION

The Native Indian Education Program is a special program, over and above the regular curriculum for Native Indians. The Ministry encourages development of local curricula which can be incorporated in the curriculum of the school to reflect First Nations culture, history, and contemporary life.

COMMUNITY SCHOOLS

A number of school boards designate certain schools as community schools and usually provide them with additional staff and funding. A community school is expected to develop links to the community and to function as a focal point for community involvement.

THE ADULT SECONDARY SCHOOL PROGRAM

This program provides a core of general education in English, Social Studies, and Mathematics while allowing the student a choice of at least four elective courses drawn from the senior secondary curriculum. Students must be 19 to be eligible for admission and previous work experience may be accepted for credit.

LOCALLY DEVELOPED COURSES

School districts may develop and offer courses appropriate to the needs of the local community. Locally developed courses may



not be used as Grade 12 electives to satisfy graduation requirements; and, since most provincially authorized Grade 12 electives have Grade 11 prerequisites, students in the senior grades are prevented from taking more than one or two locally developed courses.

Locally approved "advanced placement" programs, modelled on the Advanced Placement program in the United States, are now offered in an increasing number of schools in the province. Advanced placement courses are available in Mathematics, Computer Science, and some of the physical sciences. They are sometimes accepted for advanced credit or advanced standing by universities.

SUMMER SCHOOL

School boards may offer provincially authorized curricula in summer schools. Courses must be taught by teachers as defined in the School Act and are funded by the Ministry of Education if they are provincially prescribed or authorized programs.

5.D.2 THE IMPLEMENTED CURRICULUM

The Implemented Curriculum is the curriculum as interpreted by teachers and brought to life in their classrooms. Differences between the Intended and the Implemented Curriculum are to be expected. Teachers are professionals who must make decisions about which content is most appropriate for their students, which teaching materials are best suited to their students and the topic under consideration, and which teaching approach is likely to be most effective. Just as provincial curriculum committees must interpret curriculum policy to develop provincial curriculum guides, teachers must interpret curriculum policy with the aid of curriculum guides and other materials.

We know from educational studies, from our observations and interviews, and from the submissions to the Commission that there are often considerable differences between what is prescribed by the central school authority in curriculum guides, resource materials, or textbooks and what is actually taught in classrooms. Such differences usually result from the application of professional judgement by teachers seeking high quality education for

their students. The Commission believes teachers should be encouraged to make such decisions; indeed, they are an important part of teachers' responsibilities. At the same time, however, teachers are also obliged to ensure that they exercise professional judgement in ways consistent with provincial policies.

The Commission encountered some difficulty in determining what is actually taught in British Columbia classrooms. For this information, the Commission relied most heavily on the Ministry of Education and, particularly, on the data generated through the Provincial Learning Assessment Program, the Provincial Accreditation Program, and innovative programs supported by Funds for Excellence or Program Effectiveness Grants.

We need more and better information about what happens in classrooms and how curriculum is actually implemented. That is not to say that we harbour suspicions that teachers are derelict. Quite the contrary: we need to know how teachers implement programs successfully, how they decide what topics are (or are not) appropriate for their students, how they decide which instructional practices to employ, and how they cope with the broad range of student abilities, interests, and attitudes.

Much of what occurs educationally in classrooms is outside the control of the classroom teacher or the school. Considerable educational control exists at the provincial level and teachers must work within this constraint. Schools and teachers, for example, have little flexibility with respect to time allocations, especially at the secondary level. The fact that curriculum is specified in terms of separate, and apparently disconnected, subject areas is a serious constraining factor that stands in the way of teachers taking an integrated approach to their teaching, again particularly at the secondary level. Provincial examinations at the Grade 12 level, and the highly specific list of requirements to be met for graduation, are other factors that limit the range of options available to teachers and students.

In the next section of this report, the Commission will examine how two organizational practices—semestered programs and streaming—illustrate the way in which influ-



ences external to classroom instruction shape the Implemented Curriculum.

5.D.2.A SEMESTERED PROGRAMS

In some secondary schools in the province, courses are offered on a semestered basis. In some schools, all courses are offered in semestered form; in others, only some of the courses are semestered. Grade 8 students in a fully semestered school would typically study four subjects each semester, with each course meeting for approximately 75 minutes per day in order to meet provincial time-allocation guidelines. In partially semestered schools, courses such as English and Mathematics are commonly offered on a year-long basis while others are offered in semestered form.

Proponents of the semester system argue that it is easier for students to learn if they have only four or five courses to concentrate on at one time. Moreover, they point out that students who fail to complete a course successfully in the first semester may be able to make up for that failure in the second semester and not lose a whole year of study. Opponents of the semester system claim that daily classes in semestered courses are much too long and that students would learn more if classes were shorter and more frequent. Just because class time is more or less equivalent in semestered and non-semestered courses it does not follow that students have equal opportunities to learn. Recent evidence indicates that student performance in semestered courses is below that of students in non-semestered ones.

The Commission's concerns with semestering are focussed on the junior secondary level. The practice is much more common and, to us, more reasonable in Grades 11 and 12 where semestering can provide additional flexibility.

5.D.2.B STREAMING

Streaming students into different classes for one or more subjects according to some measure of ability is another practice of concern to the Commission. Streaming is prevalent in provincial junior secondary schools, but some elementary schools also stream students for certain subjects. Although

streaming occurs in several subject areas, it seems to be most widely used in Mathematics classes.

The effects of various arrangements for streaming of secondary school students have been studied extensively; the findings of this research are quite clear. The only type of streaming that appears to benefit students is the streaming of high-ability students. Placing all students categorized as low ability together for instruction, whether in one subject or more, has been shown to be particularly ineffective because the gaps between students' learning increase rather than decrease.

A justification frequently given for streaming, or for the homogeneous grouping of students by teachers, is that teaching will be more effective if students' range of abilities is narrower. This may be true if it were possible to reduce the range of abilities significantly; however, it is extremely unlikely that this could be accomplished within a single school and without the use of sophisticated assessment procedures. Many teachers believe that the content of the junior secondary Mathematics curriculum is inappropriate for students not planning to attend university or college. The danger exists that streaming will systematically exclude some students from the academic program and prematurely limit their choices of future programs or careers.

No system-wide mechanisms are presently in place to stream students because the practice is not recommended in curriculum guides. Each school or district wishing to stream students develops its own method for doing so. As a result, tremendous variation exists among schools and among districts. Students streamed into one program in School A may be categorized quite differently in School B. Moreover, within any school, children face the risk of being inaccurately categorized because of weakness in the measures on which categorization is based.

Research demonstrates that all students, regardless of ability, benefit where heterogeneous grouping of students is practised—that is, where students are assigned to classes and courses on a more or less random basis.



Practices such as peer tutoring and co-operative learning have been shown to be effective with such heterogeneous groups; teachers should therefore be encouraged to adopt them. The really crucial point here is that we must not close doors on students prematurely or group them in specific ways on the basis of unreliable measures.

5.D.3 THE ATTAINED CURRICULUM

The Attained Curriculum refers to the outcomes of schooling. What have students learned? What habits of mind and work have they developed? How have their attitudes and dispositions been altered by the educational process? What have they learned to value? What do they know and respect about our intellectual and cultural heritage?

Information about the Attained Curriculum is collected at every level of the educational system. Teachers report to parents about students' progress. Principals report to district offices about various educational indicators. The Ministry also collects information regarding the Attained Curriculum separately through programs such as the Provincial Learning Assessment Program, the Provincial Accreditation Program, and the Grade 12 Examinations Program.

Much of the information we have about the Attained Curriculum provincially is obtained from the foregoing sources and, to a lesser extent, from international studies. On the whole, results from all of these sources can only be described as positive. They indicate that British Columbia students are performing well on these kinds of evaluations, limited in scope though these programs may be.

We lament the almost total concentration on academic objectives in evaluation programs like these, and the unfortunate lack of attention to attitudes, dispositions, and the myriad of other attributes valued and respected as hallmarks of an educated person. Unless and until we account for progress with respect to the attainment of such goals, we will not adequately assess the status of the Attained Curriculum.

5.D.3.A GRADING PRACTICES AND REPORTING TO PARENTS

Classroom teachers prepare periodic reports for parents on their children's progress; for most parents, this is nearly all the information they receive about the Attained Curriculum, other than occasional reports in the media. In some schools, and especially at the elementary level, reports to parents consist largely of anecdotal comments by teachers who wish to emphasize each individual student's progress in relation to past performance, rather than to some external standard or relative ranking. This kind of reporting can be extremely useful to students, to their parents, and to teachers for planning purposes. However, because of its relatively subjective and idiosyncratic nature, this type of reporting is not useful for comparative purposes of any kind, between students, between classes, between schools, or between districts.

Letter grades, percentage scores, or some combination of both are more the rule in secondary schools. This represents a shift away from an emphasis on each student's progress as an individual to a more or less uniformly applied standard. A student must obtain a minimum grade in a course to pass or to be allowed to register for the next course in the sequence. Letter grades and numerical scores may seem more objective and accurate than anecdotal comments, but this objectivity is more apparent than real. Unless different teachers use the same assignments, quizzes, and tests as a basis for determining grades, they are no more comparable than anecdotal, non-numerical comments.

Anyone who works with measurements of any kind knows there is always a certain amount of error and inaccuracy associated with the measurement process. This fact applies to measuring the acquisition of intellectual attainment in the same way that it does to measuring anything else, except that an error in educational measurement may have extremely serious consequences for a child's future, in school and beyond.



5.D.3.B THE LEARNING ASSESSMENT PROGRAM

In the mid-1970s the Ministry of Education established a Provincial Learning Assessment Program to monitor the academic performance of the system. The major goals of the Learning Assessment Program are as follows:

- to inform professionals and the public about some of the strengths and weaknesses of the public school system;
- to assist the Ministry, school districts, and schools in making decisions about the development, review, modification, revision, and implementation of curricula and supporting instructional resource materials;
- to assist the Ministry in decisions concerning allocation of resources;
- to identify areas of need and provide directions for change in both pre-service and inservice teacher education and professional development;
- to provide directions for educational research;
- to monitor student learning over time; and
- to provide the Ministry of Education, school districts, and schools with information which can be used to maintain strengths and overcome identified weaknesses.

Subjects in the curriculum are assessed according to a cycle set up by the Student Assessment Branch in cooperation with the Curriculum Development Branch. Usually, one subject area is assessed each year, but in several instances two areas were evaluated during the same school year. Since the inception of the program, one or more assessments have been conducted in each of the following areas: Reading, Writing, Mathematics, Science, French, Social Studies, Physical Education, and Kindergarten.

British Columbia is somewhat unique in its assessment practice of testing all students at end of the grade levels, usually Grades 4, 7, and 10. One reason for this is that the program was designed from the outset to provide information at the school district as well as the provincial level. Many districts in this province are so small that use of a

sampling model would be impractical. Another and more recent reason is that Learning Assessment results are now available at the individual school level where they may be used to assist program planning.

Students' performance on each assessment is adjudicated by interpretation panels set up by the Ministry. Panelists include parents, members of the business and professional communities, and educators. The task of the interpretation panels is to examine the performance levels demonstrated by students and, in the absence of pre-established criterion levels, to determine whether those performance levels are satisfactory or not.

Some assessment instruments have included items taken from tests developed in other jurisdictions: for example, a number of items developed and used by the National Assessment of Educational Progress in the United States have been used in British Columbia. On such items, provincial students have consistently demonstrated levels of performance superior to those of their counterparts in other jurisdictions.

Provincial assessments have also typically gone beyond testing students' knowledge of a particular subject to include evaluations of students' attitudes and opinions and to collect information about their backgrounds, interests, and plans. In addition, questionnaires are customarily administered to teachers concerning instructional practices and their opinions about the curriculum.

One drawback to the Learning Assessment Program is that each assessment takes considerable time: at least 15 months for major subject areas. A second drawback is that each major subject area is, at best, reviewed at four-year intervals. The provincial system would be better served if some information were collected every year through the use of sampling procedures.

5.D.3.C GRADE 12 EXAMINATIONS

Grade 12 examinations were re-introduced in British Columbia in 1983, after having been discarded a decade earlier. Similar actions have been taken in other provinces in the recent past; indications exist that secondary school-leaving examinations will soon be re-introduced elsewhere.



One particularly contentious issue with respect to the Grade 12 examinations concerns the weight that should be given to a student's score on the provincial examination, as opposed to the grade awarded by the school, in arriving at that student's final grade for a course. The current split is 50-50, and a number of submissions to the Commission recommended that greater weight should be placed on the school mark than on the final government examination.

A second issue, also pertaining to the relative weighting attached to school and examination marks, concerns the differences between marks awarded by the school and those obtained on a provincial examination. Some are of the opinion that a strong correlation should exist between the two, and that, in instances where significant differences between the two marks are found, some investigation should take place. This emphasis on correlation does not reflect the thinking that went into the re-introduction of the examination program. The reason why the school mark is taken into account derives from the acknowledgement that provincial examinations cannot hope to evaluate all the objectives of a course. The fact that such examinations are 'one-shot' affairs with fairly restrictive formats suggests that they are not as useful as other means of evaluation available to teachers in assessing students' mastery of many important educational objectives. For example, the provincial examinations in the physical sciences do not take into account students' performance in laboratory situations, the English 12 examination does not evaluate students' speaking ability, and the French 12 examination has no oral component.

Third, widespread concern exists that examination content has unduly influenced the curriculum and that teachers teach only what is considered likely to be tested. We need to be aware of such concerns, but they need not be feared as inevitable outcomes. The professionalism of teachers and the common sense of those responsible for the examination program can be relied upon to guard against that sort of excess. Educational systems in almost every country in the world have some form of national examinations, and some such systems may be held up as paradigms of educational excellence.

In the same vein, provincial examinations are criticized for focussing only on that which is easy to test. No reason exists why these examinations should be limited to testing lower-level cognitive behaviors; we believe that those involved in preparing Grade 12 examinations are making attempts to ensure they do not focus too heavily on content objectives to the exclusion of process objectives.

5.D.3.D THE BRITISH COLUMBIA NORMS PROJECT

In 1980 the Educational Research Institute of British Columbia (ERIBC) conducted the B.C. Norms Project for the Ministry of Education. That project's objective was to develop norms for some well-known standardized tests widely used in Canada and the United States. A set of norms makes it possible to interpret test results, not in an absolute way, but relative to the performance of a comparison group.

Two tests were selected: the Canadian Tests of Basic Skills for Grades 3 and 7; and the Stanford Achievement Test for Grades 3, 7, and 10. Each of these instruments measures such basic skills as vocabulary, reading comprehension, and mathematical problem solving.

Results obtained by ERIBC indicated that students in British Columbia scored higher than their counterparts in the norm groups in either the United States or Canada. That is to say, the average levels of performance exhibited by British Columbia students on these tests exceeded those of comparison groups used to establish norms in other North American jurisdictions.

5.D.3.E INTERNATIONAL STUDIES

The Student Assessment Branch of the Ministry of Education is a member of the International Association for the Evaluation of Educational Achievement, better known as IEA. IEA is an international consortium of government agencies and research institutions in over 50 countries throughout the world; it has conducted several comparative surveys of educational practices and outcomes in the last 25 years.

IEA studies are not intended to serve as international Olympiads or horse races with



winners and losers. There are so many powerful cultural and socio-economic variables which influence student achievement that it is difficult indeed to make sense of differences in outcomes except between jurisdictions which have similar compositions. Comparisons, including many questionable ones, will continue to be made, but they should be interpreted with considerable care.

Students from British Columbia performed quite well in the Second International Mathematics Study conducted by IEA at the Grade 8 and 12 levels, or the equivalents to such levels in other jurisdictions. In the Mathematics study, British Columbia's Grade 8 students were in the top quartile; their overall performance was better than that of students in other English-speaking jurisdictions taking part in the study, including the United States, Scotland, England, Wales, New Zealand, and Ontario. Results at the senior secondary level are more difficult to compare because of enormous differences in retention rates. British Columbia retains many more students in the study of pre-university mathematics than almost any other jurisdiction. In spite of this kind of intake difference, results show that, when international comparisons are made among the top one per cent and the top five per cent of students in each country on content appropriate to our curriculum, Algebra 12 students in British Columbia do as well as those in almost every other country.

5.D.4 CURRICULUM DEVELOPMENT IN BRITISH COLUMBIA

Most provincially authorized curricula are developed by specialist committees appointed to undertake a particular revision and organized under the general direction of the Ministry of Education's Curriculum Development Branch, although a few exceptions exist. Curricula for second-language programs, French immersion programs, and the *Programme Cadre de Français* are developed under the direction of the Modern Languages Branch. Most special education programs are modified versions of the standard curricula in those areas; they fall under the responsibility of the Special Education Branch. The Correspondence Education Branch has responsibility for the design and

delivery of correspondence courses.

Learning resources, including textbooks and resource materials for teachers, are usually selected by the same committee at the same time as the curriculum is being developed or revised. Textbooks may either be prescribed, meaning they are basic to the course concerned and appropriate for most students, or authorized, meaning that they may be used as supplements or that they are appropriate for use with special needs students. Audio-visual materials, including video tapes, audio tapes, films, and software, are selected by the Provincial Educational Media Centre.

Curriculum revision committees are not standing committees of the Ministry of Education; they are appointed on an ad hoc basis when a decision has been made to revise the curriculum in a given area. Membership on curriculum revision committees is restricted almost completely to classroom teachers selected by the Ministry. Typically, a teacher who is a specialist in the subject area is seconded to the Ministry of Education for a period of at least two years to chair the revision committee. Several submissions to the Royal Commission suggested that the general public and related professional groups should have an opportunity to influence the curriculum revision process. Also, several submissions suggested that schools would be better served by having permanent, subject-area coordinators appointed to the professional staff of the Ministry of Education. Those coordinators, it was envisioned, would have continuing responsibility for overseeing developments in their areas of specialization and for ensuring that curriculum goals were being addressed appropriately.

The existing process for curriculum development contains no explicit procedures for ensuring consistency among committees working on different curricula. Recently, a paper entitled "Curriculum Goals: Source and Rationale," published by the Curriculum Development Branch of the Ministry, outlined a set of goals designed to guide the work of revision committees in broad ways. The Curriculum Development Branch has established a cycle for curriculum revision containing provisions for continuous program monitoring by advisory committees, as well as guidelines for periodic, small-scale



revisions based on such monitoring. Unfortunately, these plans have been displaced on several occasions by political decisions to impose new programs or initiatives on the system. Recently, for example, great amounts of time, money, and energy were devoted to the development of courses in consumer education, science and technology, and family-life education, to the re-introduction of Grade 12 examinations, and to "Funds for Excellence," "Passports to Education," and "Pacific Rim" initiatives. Setting aside any consideration of the merits of such programs, it is apparent that dealing with such initiatives on a priority basis causes tremendous difficulties for staff within the Curriculum Development Branch and seriously impedes attempts to plan curriculum revision, implementation, and evaluation in a consistent manner.

The curriculum development process in this province needs reorganization. Revisions to curricula should be made more often than at present to allow regular intervention and correction, rather than wholesale revision. Efforts to initiate new programs should first analyze the potential impact that such innovation might have on the system, and, furthermore, should be planned in consultation with educators and school trustees. It should also be recognized that implementing new programs or directions will ordinarily require additional funding.

5.D.5 THE IMPLEMENTATION PROCESS

Teachers without academic or professional preparation in new curricula or instructional practices are unlikely to have the commitment or capacity to implement the intended changes effectively. The proper dissemination and implementation of new curricula depends greatly on whether teachers have an opportunity to become familiar with such curricula and their objectives in advance.

Although the Minister of Education is responsible for ensuring the quality of school programs provincially, school districts are responsible for implementing programs developed by the Ministry's Curriculum Branch. Officially, decisions about what students and teachers do to achieve the intended learnings prescribed in curriculum guides are made by teachers and principals.

For its part, the Ministry has traditionally provided curriculum orientation sessions designed to familiarize teachers and principals with new or revised programs.

Between 1978 and 1983, through its Program Implementation Services Branch, the Ministry provided additional support for program implementation through consultations, workshops, planning sessions, resource sharing and other forms of networking, and the distribution of inservice materials related to new and revised programs. In spite of its small staff (three people), this branch made a major contribution to curriculum implementation throughout the province. Nevertheless, at the beginning of the provincial restraint program, the branch was closed and Ministry support for implementation was again reduced to curriculum orientation sessions.

Currently, many of these orientation sessions take the form of one-week Summer Institutes at which teachers gather in various centers around the province, frequently in cooperation with one or more of the three faculties of education. Each school district, regardless of size, is invited to nominate two teachers to attend the Institute. It is expected that these teachers will help introduce the curriculum innovations they learn about at the Institute into their home districts during the following school year. There is, to date, no information about how well this scheme works. While the people who participate in developing a new curriculum and those who attend the Summer Institutes about it may well be eager to adopt the change, other teachers are likely to be more hesitant to alter their already smoothly operating classroom programs for the sake of an innovation in which they have had no part.

The Curriculum Development Branch does attempt to provide teachers with opportunity to contribute to decisions about curriculum change by circulating drafts of proposed curriculum revisions. However, this is a limited form of participation, the effects of which are unknown.

School districts and the British Columbia Teachers' Federation, as part of the inservice programs traditionally provided for teachers' professional development, also offer introductions to new or revised provincial curricula. At the encouragement of the Program Implementation Branch, each district has



been allowed to develop its own curriculum implementation plan; this has occurred to some degree, but certainly not in every district. The Curriculum Development Branch recently initiated a network of regional representatives who plan, in cooperation with the Branch, short sessions in eight provincial zones.

Effective curriculum implementation requires teachers to understand the intent of new curriculum and to receive constructive feedback during their initial attempts to integrate new curriculum into classroom programs. These requirements go far beyond the provision of information and materials about a new program. They require more than the single-session introduction now common to a majority of inservice sessions. As confirmed by the Auditor General's recent audit of the Curriculum Branch (1988), implementation remains the weakest link in the cycle of curriculum development and renewal.

5.D.6 DROPOUTS: A SEARCH FOR RELEVANCE

For every 100 British Columbia students who begin Grade 9, between 35 and 40 fail to complete Grade 12 graduation requirements. Some of these students remain in school through Grade 12 but fail to meet all the requirements for graduation; others move to other provinces, or to non-public schools. But the majority of these students are early school leavers (dropouts) who withdraw from school prior to the end of Grade 12, often shortly after their 16th birthday. Estimates from other provinces in Canada and from the United States place the actual dropout rate close to 30%. Disturbingly high, this rate represents a loss which an economy that is increasingly based on knowledge and expertise can ill afford.

New strategies must therefore be implemented to give these young people something to strive for and to prepare them more adequately to become fully employed in the workplace. Many early school leavers report that a significant reason for leaving school is the failure of the school to offer programs that interested them, or that they required. Because many such students seek to enter the workforce early, they look for courses of immediate relevance to them. In the absence

of a relevant program, they simply quit school. Unfortunately, many of them will find only low-paying jobs; many, too, will acquire a dismaying record of unemployment.

Students who do not plan to attend post-secondary educational institutions constitute the majority of those who remain in school through Grade 12. They, too, cite the apparent failure of schools to offer a non-university preparation program that is valuable in its own right and not simply a second-best alternative for those who fail to gain access to what is seen to be more worthwhile. In the current high school system, status is conferred on the academically successful. Often academic success in high school is followed by post-secondary education which, in turn, provides access to higher-paying jobs and a more comfortable lifestyle. Many parents, teachers, and friends reinforce the desirability of attaining a degree; to strive for less is often to admit failure. Yet college or university is not the answer for the majority, who do not go on to study after they leave high school. These learners, however, once shared many of the same goals as those who advance to post-secondary studies. But they somehow have fallen behind as they were streamed into basic or non-academic programs. What then becomes of their goals? What do they see for their future?

Clearly, one solution to these problems is to create relevant alternative programs of good quality to attract non-academic students, including those who might otherwise leave school early. Toward this end, work-study and cooperative education programs now in place in many school districts have already proved useful. We believe that Commission recommendations for a Common Curriculum through Grade 10, presented and discussed in the following section, hold further promise. We also recommend that the Common Curriculum be followed by diversified program options for Grades 11 and 12, some of which would be offered at venues other than the school. Recommended re-entry incentives for those who drop out, together with a concentrated effort on career counselling, could improve the current situation dramatically.



5.E RECOMMENDED CURRICULUM

5.E.1 KINDERGARTEN AND THE EARLY YEARS OF SCHOOLING

At the present time, admissibility to Kindergarten is determined by chronological age. School districts must provide a kindergarten program for all children who turn five in that calendar year; all children enter the same program regardless of their date of birth within that year. Given the emphasis that early childhood specialists place on the developmental needs of children and the importance of adjusting programs to suit those needs, the use of such arbitrary criteria seems unwise. Once started into that traditional system of consecutive grades, the expectation is that every year will mean another grade; anything less is considered a failure. Such a system obviously requires revision.

The problem is not simply that all five-year-olds must be admitted to Kindergarten if their parents so choose. The problem is that they are all admitted to the same kindergarten program. What we are recommending instead is that each child be assessed and directed to the program best suited to that child's level of development. School districts should make available a range of different settings designed to meet children's differing needs. For example, some schools might offer an extended kindergarten program to meet the needs of children who require extra time, perhaps for language development. Others might have a kindergarten program available that emphasizes the language of instruction for children whose mother tongue is not English. In any event, the overall goal of schools in this regard should be to provide a healthy pre-school experience for all children. To do this, districts should be granted the flexibility and resources they require.

The Commission recommends:

1. That developmental criteria, rather than chronological age, be used in selecting the educational placement of children entering school.

We would go further and extend the range of that flexibility. The evidence is formidable and persuasive that the primary division (K-3) be "ungraded." Most primary teachers have long and passionately expressed the need to regard these important primary years as developmental ones in keeping with the varied nature of the young children in their care. So, in keeping with our support for local control of delivery of services, the Commission sees the need for enabling legislative and policy changes to allow schools and school districts, in consultation with parents, to establish ungraded primary divisions. However, we must sound a note of warning. We do not see replacing the present grade structure with even more rigid lockstep arrangements based on a single criterion such as reading levels measured in the short term. What is of vital importance is the assessment of skills and attitudes and the nurturing of curiosity and creativity over a lengthy period.

The Commission recommends:

2. That the provincial government and local school boards introduce legislation and policy changes to enable schools and school districts to establish ungraded primary divisions.

In the course of its hearings, the Commission also heard calls for the expansion of public educational services to the pre-school level. However, since the education of youngsters in the pre-school period is a topic beyond the scope of this Commission's mandate of inquiry, we were unable to address these concerns. Nevertheless, we wish to emphasize several important points to do with the issue of providing pre-school facilities because of their significance to the education of young people in general.

First, we cannot emphasize strongly enough that the opportunities young children enjoy in their pre-school years to develop socially, physically, emotionally, and intellectually have an important bearing on their later lives at school and on whether they will have positive and rewarding educational experiences. For some children, a stimulating home environment with caring parents provides the elements needed to facilitate



healthy development. For others, for whom the same type of home environment is not available or is insufficient, high quality early childhood education programs are crucially important. Earlier, we noted the differences in social capital found among youngsters in schools, as well as the profound implications such differences have for the school's effectiveness as an agency for learning and for the child's own capacity to develop fully. We re-emphasize the significance of this social capital here as it relates to the relative levels of preparedness found among children as they enter Kindergarten or Grade 1.

In this respect, the Commission also wishes to note that the question of pre-school facilities for youngsters is already emerging as a major public policy issue across the nation. Important structural and other changes in society and in the family, referred to in Chapter 2 of this report, cannot help but increase the demand for day-care or pre-school facilities. The national need in this regard is inarguable.

What is arguable, however, is who should provide for such need. Should it continue to be the responsibility of the family? The responsibility of employers who wish to meet the needs of their workforce? Or should it be the responsibility of the province, the local school jurisdiction, or the federal government? Such questions have yet to be sharply framed or decided. At present, a new national strategy on child care is being formulated at the federal level which will presumably recognize child care as a social and economic priority for Canadian families. The implications of this approach, however, are not fully known at this time.

We can speculate, nevertheless, that the provision of such pre-school facilities, however conceived or funded, will engender (as they must) serious debate about the changing nature of the family, the role of parents and the role of other agencies—government or otherwise—in children's lives, as well as the long-term social implications for a society whose children are increasingly nurtured and cared for outside the home.

5.E.2 GRADES 1 TO 10

Earlier, we drew attention to the fragmented nature of the Intended Curriculum, to situations which sometimes result in a less than coherent program from Grades 1 through 12, and to a curriculum ill-suited to the physical, social, and emotional needs of many adolescents. This is a system-level problem, but the solution is to be found at the level of individuals in schools. In other words, the solution requires a change in the structuring of the curriculum and in the attitudes of those who activate that curriculum. The structural changes we suggest will affect some aspects of the present curriculum more than others. Similarly, the ways of working with the suggested curriculum will be novel to some who work in the schools but familiar to many others. The changes we envision for the curriculum in Grades 1 through 10 are described in the sections that follow.

5.E.2.A COMMON CURRICULUM

Many public presentations to the Commission and many current educational studies emphasize the need for all members of society to share a set of common understandings and for children to be introduced to these as a required part of schooling. If we expect children to participate fully and equally in this democratic society, they must learn a common, shared foundation of knowledge, as well as certain common beliefs and standards of conduct. Such a foundation must be broad in terms of structuring learning experiences for the total development of the individual—that is, their personal, social, physical, and intellectual development. In this respect, the school curriculum must clearly ensure that the learning achievements of individuals are truly valuable to them. In short, the curriculum must address students' needs as well as those of society. In view of the diverse nature of British Columbia society, and in view of the challenges now facing our young people, the Commission believes that they will be best served by a form of schooling that will provide them with a sound, broad, and basic liberal education.



This we see to be the fundamental objective of the curriculum up to and including Grade 10; and we suggest the adoption of a Common Curriculum to achieve that objective.

The Commission recommends:

3. That the Ministry of Education develop a Common Curriculum for all students in Grades 1 to 10. Further, that the Common Curriculum include the following four categories of subject matter: (1) Humanities (English, Social Studies, French as a Second Language); (2) Fine Arts (Music, Visual Arts, Theatre, Dance); (3) Sciences (Mathematics, General Science, Technology); and (4) Practical Arts (Physical Education, Industrial Education, Home Economics, Lifespan Education).

As is shown in Figure 5.2 below, we propose that the Common Curriculum should be structured around the four major categories of subject matter—earlier defined as the Humanities, Fine Arts, the Sciences, and the Practical Arts—with the over-arching goal of preparing students for the roles they will play in their adult lives. More specifically, it is intended that the Common Curriculum will focus on developing student knowledge, abilities, and attitudes so that they can become knowledgeable, critical thinkers who are positively disposed toward learning and who have a sense of their own value as individuals in our society. This principle of a Common Curriculum for all students in Grades 1 through 10 should bring increased coherence, balance, and focus to schools and to learning.

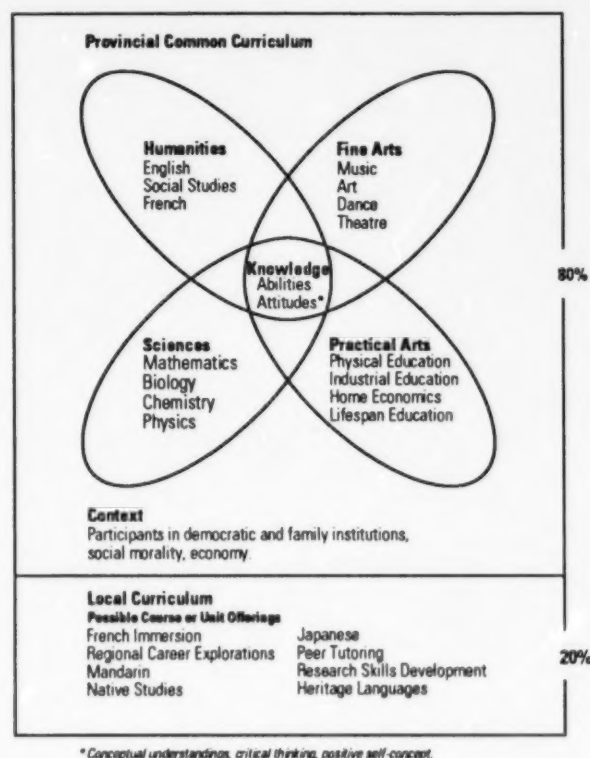


FIGURE 5.2 The Common Curriculum

At the centre of this model of the Common Curriculum, we have placed the knowledge, abilities, and attitudes which we regard as common to all. It is toward the development of these attributes that the entire curriculum should be directed.

The Commission's model for the Common Curriculum juxtaposes content and process; and we see no difficulty in this. Controversy has sometimes raged in educational circles about choosing content over process, or vice versa, but we hold this to be another in a long line of false dichotomies that come and go in education. It is our view and, indeed, the view of many able educators that it is patently foolish to talk about content without process, or facts without thinking, and it is equally foolish to talk about process without content, or thinking without having something to think about. The curriculum needs both process and content objectives. The task of building a sound



curriculum is to find the proper balance between them, or the best compromise between these positions.

The curriculum we are proposing not only includes much of what is to be found in current courses, but features a number of significant differences. For example, the Mathematics curriculum would still include arithmetic, algebra, geometry, trigonometry, data analysis, and number theory, taught in an integrated fashion. However, not any one of these would be identified as the sole, or even the major, focus of the curriculum in any given year. An in-depth treatment of algebra, physics, geography, or literature, to name but a few subjects, could remain the focus of certain courses at the Grade 11 or 12 levels.

The two most important differences between the curriculum we recommend and the current curriculum is our more consistent focus on the attainment of certain bodies of knowledge, certain abilities, and certain attitudes which we see as instrumental in young people's lives. We see an important need—particularly as schools increase their use of computers—to distinguish between 'inert' and 'active' knowledge. Inert knowledge is immediately available to all learners equipped with minor technical skills; active knowledge demands more than human or mechanical recall. It is the acquirement of the latter kind of knowledge that should be stressed in curriculum guides and textbooks. We also see a need for considerably more integration within the curriculum across subject-matter lines than presently exists. Such a change will obviously mean that evaluation practices will have to be re-aligned to ensure that students exposed to such curriculum can, in fact, exhibit the important traits we wish them to develop. If critical thinking and problem solving are important, for example, then we must include them among our criteria for evaluation.

To indicate what this proposed Common Curriculum may entail, capsule summaries are outlined for subject areas identified in Figure 5.2. These summaries are, of necessity, somewhat sparse and preliminary. We expect each of these items will require considerably greater detail, obtained through a systematic curriculum revision process, before they could be pilot tested or implemented.

HUMANITIES

English

The study of English in the Common Curriculum can be characterized as "the ordering of personal vicarious experience through language." Such a view is reflected in the Whole Language Approach and in the Writing Process, two instructional approaches employed in the current language arts curriculum in many elementary schools. Fundamental to each of these is a view of children as active participants in their learning, a view the Commission holds to be extremely important.

English involves the development of language in its various modes: reading, writing, listening, and speaking. But it involves those processes in conjunction with some worthwhile content. We think that language development should be part of everything students do in school. Time devoted to the development of language should begin with students writing and speaking about their own experiences, as well as reading and listening to each other's stories. They should be engaged in critical reflection about what they are reading, or writing, or listening to, or speaking about, and be provided, as needed, with the guidance of a teacher in developing such skills. In the early years of schooling, students should be exposed to good examples of children's literature through the teacher's reading of such material. As they become more competent readers, they should be given greater opportunity to read classical and popular stories, essays, poems, and information about other subjects they are studying.

Social Studies

The study of Social Studies in the Common Curriculum should focus on investigating patterns and relationships among people in society and in their physical, cultural, political, legal, and socio-economic environments. It should encourage students to read about and discuss past and current issues; to question past events and to forecast those of the future based on present information and evidence; and to relate what they are studying to their personal worlds. Since



the social studies are, by definition, interdisciplinary, they easily accommodate integration with studies in literature, languages, and fine arts. Students can be engaged in activities which involve them in pulling together concepts from several disciplines which are directly related to their everyday lives. Social Studies has the prime responsibility of "nurturing the knowledge and wisdom that will help students make personal and public policies, as part of a nation and members of the larger world community."

French

The study of French as a Second Language in the Common Curriculum should emphasize meaningful language use and practice. Although at some point linguistic accuracy, developed in part through grammar instruction, may be important, the main reason for studying a second language is for purposeful language use.

Learning a second language has long been considered an important component of a well-rounded education; in Canada, where there are two official languages, it makes good sense to learn French. It also makes good sense to begin such study early in a child's schooling, as research indicates that very young students are more likely to acquire language naturally. Having French included as part of the Common Curriculum from the very outset will help students both acquire language proficiency and appreciate the value of learning a second language.

At many hearings, presentations were made by supporters of French Immersion programs. Our inclination is to support the continued existence and growth of French Immersion, as one among a number of alternative programs available to children in our schools, provided that this does not divert funds from other programs. Local school boards, as the elected representatives of the people in their districts, are the ones best situated to make this decision. We believe that, if more resources were devoted to the teaching of French as a Second Language effectively, demand for French Immersion would decrease. If we had to choose between the two, we would opt for French as a Second Language for all students rather than French Immersion for a few.

Fine Arts

The arts are an essential part of the Common Curriculum. Studying the arts involves nurturing the abilities of youngsters to perform, to create, to understand, and to appreciate music, art, dance, and theatre. Inside and outside school, students should be given opportunities to perform themselves and to see performances, both professional and amateur. They should be provided with time to consider how the arts represent the many ways human expression is made manifest through forms like dance, theatre, music, and art.

The arts are necessary for all students because of the contributions they make to the fulfillment of every individual. This contribution to our cultural heritage has been essential to the development of our society. Music curriculum should develop the ability to perform, create, and understand music. Visual arts curriculum should integrate the study of art production, aesthetics, art in society, and art history. Theatre curriculum should provide for informal drama enactment as well as for more formal dramatic interpretations. Dance curriculum should emphasize communication through movement and how to understand and engage in expressive movement.

Students should see that learning about the fine arts provides them with different ways of viewing their world. One individual put it this way, "Whether it is a Van Gogh night sky, a Seurat street scene, a Picasso face, or a Henry Moore sculptured space, ...the visual arts open up new ways of seeing things." The same is true of the performing arts.

The arts may thus be seen as vehicles for fostering creativity and for providing youngsters with alternative modes of thinking. All students, regardless of their individual talents, should be engaged in the study of fine arts through the Common Curriculum.



SCIENCES

Mathematics

The newly revised Mathematics curriculum for Grades 1 to 8 retains a traditional emphasis on the development of the computational skills of arithmetic. However, that new curriculum also emphasizes the importance of understanding what arithmetic operations mean and why they are to be employed, of estimating and judging the reasonableness of a solution, and of dealing with elementary notions of probability or uncertainty. To accomplish this, the curriculum includes topics from algebra and geometry as well as from traditional arithmetic.

A similar integrated approach, with a strong orientation toward the applications of mathematics in various settings, should predominate throughout the Common Curriculum. The need to introduce new mathematical concepts or techniques should grow out of the applications where they are to be employed rather than the reverse, which is the way mathematics has traditionally been taught. The use of calculators, except for simple computations, should become routine and all students should be provided with calculators as they are now provided with textbooks.

Formal courses in algebra, geometry, and the like, as pre-university Mathematics, should be postponed until Grades 11 and 12. The elementary and junior secondary Mathematics curricula should concentrate on those mathematical topics which will help students make sense of their world and will prepare them to use mathematics in their future lives and careers.

Science

Science in the Common Curriculum should be seen as "a body of developing ideas, a way of thinking and conducting inquiry, an outlook on the universe, and a complex social and cultural enterprise." The study of science should involve students in scientific inquiry by drawing on the concepts inherent in the disciplines of biology, chemistry, and physics. It should present students with opportunities to engage in discussion about relationships within the sciences themselves, and among the sciences, technology,

and society. It should lead students to question scientific advances in light of consequences, real and anticipated. The thrust of the Science and Technology 11 course currently offered in British Columbia should be a part of all science studies. Science courses should also concentrate on showing how scientific concepts relate to students' everyday lives. Further, as studies in science, mathematics, and technology are so obviously related, all three should be integrated in activities wherever appropriate.

PRACTICAL ARTS

Physical Education

Physical Education is an important component of the Common Curriculum. We recommend, as did the Advocates for Physical and Health Education organization, that Physical Education be a daily part of the Common Curriculum. We wish to emphasize, however, the difference between Physical Education and competitive athletics. The goals of Physical Education include fitness and wellness; excellence in some aspect of sport is not the aim. The teaching of Physical Education should be directed at all students. As we have said for the other areas of the Common Curriculum, specialization can wait.

Industrial Education and Home Economics

The Common Curriculum should include Industrial Education and Home Economics components as part of the Practical Arts program at every grade level. These two subject areas are currently required in the Grade 8 curriculum but are electives in every other year of the secondary program. We believe that both contain topics of interest and importance to all students.

Industrial Education programs are in a state of transition by reason of their increasing emphasis on technology-based curricula. In early grades the focus of Industrial Education might be on developing student awareness and familiarization with the use of tools, materials, and technological processes. As they grow older, students could be provided



with opportunities to employ different technological applications and to engage in activities which would allow them to create, design, and construct.

The focus of Home Economics study should be on the family and on preparing students for family living. Students should be engaged as active learners in inquiry and reflection. On the scope of such study, the Quesnel Chapter of Teachers of Home Economics Specialist Association wrote: "Formerly one could categorize home economics as 'cooking and sewing'; today our students will learn about those topics but in a much wider context ranging from anorexia, diet-control, food additives, consumerism, textile-labelling, sexuality education, and use of family resources."

Lifespan Education

Whereas all studies in the Common Curriculum should attempt to relate to students' experiences and everyday activities, studies in Lifespan Education specifically have that as their primary objective. We believe that much of the current pressure to add new topics or courses to the curriculum can be alleviated by having a course which focuses on topics of concern to students. From the outset, Lifespan Education would include studies in nutrition, personal health, family life, career awareness, and citizenship, as well as the use of leisure time and safety. As children grow, these topics could expand into more in-depth studies of fitness, mental health, community and environmental health, consumer awareness, prevention of sexual abuse, substance abuse, and AIDS. Through such studies, students should be involved in learning how to make personal decisions based on accurate information and sound reasoning; they should also be engaged in activities that promote the development of critical reflection and self-awareness.

Career education is an important element of Lifespan Education. The opinions we express here are similar to those expressed by the Career Education Society in their submission, "Learning a Living," which emphasizes that students need to learn about the value of work to employees and to employers, about interpersonal relationships, and about job-search skills and skill development for entry into the work force.

Moral Education

One longstanding and primary function of schooling is to introduce students to the values, principles, standards of conduct, and moral beliefs which characterize and guide our society. Moral education in the public schools should emphasize the principles of social justice throughout the curricular and extracurricular activities that make up the school day. The Commission thinks that, wherever possible, greater responsibility should be turned over to students for their own decisions and actions; they should be encouraged to discuss moral issues and develop their own conclusions and choices based on the principles and attitudes which we as citizens in a democracy have come to value. In short, schools should assist students in their moral development.

5.E.2.B HETEROGENEOUS GROUPING

Earlier in this report we discussed the practice of streaming students into different classes on the basis of some measure of aptitude or ability; it was noted that this practice has generally not proven beneficial. In contrast, research shows that all students benefit when they are grouped heterogeneously and when practices such as peer tutoring or cooperative learning are employed. Certain jurisdictions, including the state of California, have been sufficiently impressed with the benefits of cooperative learning to the extent that they have made this practice mandatory for all schools.

We suggest that, if teachers make greater use of cooperative learning and peer tutoring arrangements, they would have more time to deal with class problems stemming from individual differences.

5.E.2.C INTEGRATION OF THE CURRICULUM

The current curriculum shows little evidence of conscious articulation between what students study and real-life situations. This situation is due, at least in part, to the fact that each subject is treated as a separate entity in the curriculum development process. This also has undoubtedly contributed to the



sense of 'curriculum overload' mentioned earlier. The framework presented here represents an attempt to integrate the curriculum by showing how all subject areas are built to develop the same set of abilities and all directed toward preparing students for their future roles in life. The Practical Arts component, ideally, should provide an exceptionally congenial environment for this type of articulation since the subjects or courses in this domain are organized around practical issues and activities where it is natural to relate studies to the activities and issues of everyday life. Naturally, in this respect, concepts and modes of inquiry may also be drawn from the various disciplines that make up the other three parts of the Common Curriculum.

5.E.2.D INTERDISCIPLINARY APPROACH TO TEACHING

Elementary school teachers, and particularly teachers in the lower grades, have traditionally used an interdisciplinary approach in their teaching. For example, some mathematics may be taught during a science lesson; spelling and reading comprehension are likewise ordinarily integrated into most lessons. Although the elementary curriculum is based upon and built around traditional disciplines of knowledge, teachers take advantage of opportunities that arise to illustrate to children the linkages among the disciplines. This teaching approach is to be encouraged greatly, not only in the early years of schooling, but throughout all years of the Common Curriculum.

The Commission recommends:

4. That throughout the years of the Common Curriculum from Grades 1 to 10:

- (1) teachers use an interdisciplinary approach in their teaching;**
- (2) teachers instruct in a minimum of two different subject areas and work in interdisciplinary teams, at any given grade level;**
- (3) the Ministry of Education develop and distribute curriculum documents which provide examples of interdisciplinary relationships and articulation among**

subjects, and between course content and the life experiences of learners;

(4) faculties of education develop methodological courses which emphasize and facilitate these integrative instructional approaches.

To facilitate implementation of this recommendation, schools—especially those with young adolescents—should keep to a minimum the number of different teachers who work with students in any given year. We believe that teachers at this level should be expected to teach at least two different subjects to each class they meet. A second arrangement, now employed in many middle schools and which we support, assigns an interdisciplinary team of teachers to different groups of students.

Many teacher-librarians made submissions to the Commission on the importance of school libraries and the roles they play in educating the young. We believe such professionals have an important contribution to make to the interdisciplinary approach recommended for the Common Curriculum. Schools would be well served to include teacher-librarians on teams involved in interdisciplinary teaching and to make use of their knowledge in all curriculum planning. To enable this to happen more systematically, librarians should be provided with good clerical support; libraries, as well as library resources, should be high on the priority list for upgrading facilities and materials.

5.E.2.E CROSS-GRADE ORGANIZATION

Traditional patterns of school organization are founded on the assumption that 12 years are required for students to complete elementary and secondary school programs. This assumption generally ignores the considerable variation that exists among students in terms of motivation, ability, health, and a host of other factors that affect student performance both directly and indirectly, or the complications that arise from such diversity among learners. Teachers know about these individual differences at first hand; they are forced by circumstance to deal with them every day, even in so-called homogeneously grouped classes.



Various approaches have been tried to cope with problems resulting from the lack of congruence between the 'lockstep' system of grades and the reality of human variability. One common approach is to compel 'failed' students to repeat the same grade for a second year. In many cases, this has proved to be counter-productive. Some other strategies have proved difficult to implement in typical school settings.

Since the 1960s, efforts have been made to implement continuous progress programs as a means of addressing problems related to varying rates of student development. In using such an approach, teachers are expected to keep highly detailed records on individual students; these records follow each student from year to year, and from teacher to teacher. A student's progress is thereby seen to be continuous because teachers are expected to design an instructional program for each student on the basis of what a student has already mastered and what he or she is currently ready to do. Although this remains an eminently sensible way to handle individual differences, it is virtually impossible for teachers to implement because of the numbers of students they work with and the time constraints they face.

As is often the case, a practical solution involves compromise. The compromise we suggest is twofold. First, we believe that schools should experiment with various cross-grade groupings of students. Second, as part of that organization, schools should expect that some students will take longer to complete some learning requirements than others do.

The Commission recommends:

5. That, on an experimental basis, school districts and schools provide learners, in keeping with their needs, interests, and varying rates of development and achievement, with access to multi-grade and/or cross-grade classroom groupings, and assess learner progress individually.

Some schools have undertaken such initiatives on a modest scale already. For example, a secondary school in Langley utilizes cross-grade groupings of students for English. In these classes are students who,

typically, have failed one or more years of English and require remedial assistance. Although each class includes students of widely different levels of ability and performance, all are encouraged to engage in group discussions about topics of general interest, to write essays on these topics, and to keep journals. Finally, each student's progress is evaluated on an individual basis.

5.E.2.F LOCAL CONTENT

Many teachers and parents informed us in the course of our visits to provincial schools that too much of the curriculum is prescribed by the Ministry of Education, and that too little time is available for teachers to concentrate on topics or issues of local interest. The Commission believes that a significant part, approximately 20%, of the total instructional time should be made available for districts and individual schools to use at their discretion. Some local jurisdictions might use this time for locally developed courses; others might prefer to use it for an optional unit on a topic of local interest within a provincially required course. In this regard, second language offerings such as Japanese, Mandarin, and languages of the First Nations may be attractive. The only restriction that should pertain to this use of time is that the option or options selected be consistent with the basic principles of the Common Curriculum.

The Commission recommends:

6. That the Ministry of Education limit its prescription for the Common Curriculum of Grade 1 to 10 to no more than 80% of the available instructional time. Further, that school districts provide locally developed programs for the remaining school time.

Producing local units is not a simple task; each one may require a considerable amount of time, expertise, and, possibly, expense. To assist in this process, we suggest that the Ministry of Education include in each curriculum guide a number of sample, optional units which teachers can use as models in developing their own units. Alternatively, they may also choose to use one or more of these sample units as designed by the Ministry.



5.E.2.G OFFICIAL RECOGNITION

Our hope for the Common Curriculum is that all students will develop the knowledge, skills, abilities, and attitudes they require to participate in programs designed to assist them to participate fully as citizens of this province and country as well as programs that lead to either a chosen career or further education. We believe that this accomplishment should be recognized in an official, tangible manner by the Ministry of Education through the awarding of a certificate which entitles the student to pursue two years of senior secondary programs.

The Commission recommends:

7. That the Ministry of Education award each learner who has successfully completed the Common Curriculum for Grades 1 to 10 an official certificate of entitlement to a further two years of secondary education. Further, that eligibility for the certificate be determined by the local school on the basis of criteria established by the Ministry of Education.

Eligibility for the certificate should be determined by the school on the basis of criteria established by the Provincial Curriculum Committee, referred to in a later section of this chapter. Schools should be required to report to the Ministry each year on their completion rates and on the evaluation measures they employed. The Ministry should develop sample evaluation instruments which schools may use in their entirety, or which may serve as models for teachers to use in deriving their own evaluation measures. These criteria should not be limited to students' knowledge of facts and principles, but should also include assessments of critical thinking and problem-solving abilities, as well as students' competence in using those abilities in practical situations.

5.E.2.H PERSONALIZING THE CURRICULUM

The Grade-8-through-10 period of the Common Curriculum requires special attention. Students enter their teenage years at about the same time as they leave elementary school; for many of them, this is an extremely difficult period. We believe that the kind of curricular organization we are proposing can help students and teachers survive this period and profit from it.

We also believe that students in their adolescent years benefit from a strong sense of identification with their school community and especially with the adults in that community. To this end, we encourage schools to adopt some form of a mentoring system such as a teacher advisor system.

The Commission recommends:

8. That, in each year of the Common Curriculum of Grades 1 to 10, all learners have access to a teacher advisor or mentor.

The homeroom system as practised in many British Columbia schools is a good example. Homerooms could be organized by using whole classes, as is currently the case in elementary schools. In secondary schools, a teacher who teaches two or more subjects to a particular class could be designated as the homeroom teacher and teacher advisor for that group.

Alternatively, cross-grade homeroom groups including students from various grade levels could be organized. In the latter case, if every professional staff member in the school were involved, the size of such groups could be made considerably smaller.

A mentoring system could be used in conjunction with the homeroom system or be operated separately. Mentors should work for and in the interests of the students they supervise; they should come to know each of the students in their group as an individual. Students might be assigned to mentors or they might choose them. For example, if one teacher had a special interest in photography, students who had that interest might request to be included in that teacher's group. A school might also decide to assign a group of highly gifted students to a mentor, whose



task would be to find suitable challenges for them. Both of these examples involve grouping students of different ages; we support such a scheme. However, we do not insist that it should be done universally; flexibility is important here to meet diverse situations.

5.E.2.I CONCLUSION

Although we see the proposed Common Curriculum to be continuous in character, and essentially the same in terms of the principles we have set out over the ten years it takes to complete, it need not be implemented in exactly the same way throughout these years. To be effective, an educational system must respond to children in ways that are suitable to their specific levels of intellectual, social, emotional, and physical development; this implies that these ways should change as children mature.

Having said that, we find little to support the abrupt changes that now take place between elementary and junior secondary school. We see no reason to change the personal and integrating arrangements generally set up in an elementary school—where students spend a good deal of their time with one or two teachers—to arrangements of the highly organized and fragmented secondary school structure, where students may spend time with as many as eight different teachers during one school year. Other more flexible arrangements, such as those characteristic of many middle schools, have been shown to facilitate learning for students. The curriculum should not be envisioned as a series of hurdles that students are expected to clear; instead, it should help facilitate their natural tendencies to learn.

If students are to be engaged in their own learning, it is important that activities planned for them take into consideration their present levels of understanding and their current interests. We believe that children have a natural tendency to make sense of their experiences and to draw from their own understandings. Such a view of learning has many implications for curriculum and for teaching.

We see the early years of schooling resembling that in the best primary classrooms. The experience of the curriculum during the first few years should be relatively unstructured

and child-centred. Organization by subject and by the special vocabulary associated with each discipline should be gradually introduced as an outgrowth of grading the child's experiences. Children should be given opportunities to explore and experiment. They should be provided with an environment where they feel free to try things out and not be worried about always being right. Self-esteem must be nurtured. The environment should be rich with materials—books, pictures, examples of student work, and many concrete materials to manipulate. Children's activities should resemble play and the curriculum should be integrated, with learning occurring through projects and learning centres. Children should also have opportunities to talk and write about their activities and interests, to read what they have written, and to listen to each other, not just to the teacher.

The middle years may see a gradual introduction to a more structured version of curriculum organization and to the specialized vocabulary associated with each discipline. Activities should continue to draw upon and extend student experience; teachers must find vital points of connection between the personal world of the student and the larger world of experience. This can be accomplished by engaging students in projects and activities which allow them to integrate their learning.

Children in the middle years of their formal schooling will be more autonomous, both socially and intellectually, and will benefit from working in groups and in self-directed activities. It is important that a supportive environment be established and that students feel a sense of identification with a caring adult in the school and with fellow students.

The final years of the Common Curriculum should resemble the model of the elementary schools rather than the model of the present junior secondary school. This is not to say that students should be denied more complex learning activities or more specialized views of the disciplines, with increasing autonomy and independence expected in their work. It does mean, however, that the 'five by eight' timetables now typical of junior secondary schools would no longer be



in evidence. An integrated curriculum would provide students with opportunities to meet with subject-area specialist teachers in a less structured way than at present, through such practices as interdisciplinary teams of teachers and more flexible timetables. In this respect, it should also be recalled that, in our earlier discussion of the interdisciplinary approach, we urged schools which serve young adolescents to minimize the number of different teachers that students meet in any given year.

The structure of the Common Curriculum, and the kinds of instructional activities it proposes for children and teachers, is characterized by gradual change. Such structure and activities evolve as children develop and expand their knowledge and abilities. We see this Common Curriculum structure of such potential value that we believe every child who is capable should complete it in order to establish a solid foundation for the various program alternatives available in the senior secondary school years.

5.E.3 BEYOND THE COMMON

CURRICULUM: GRADES 11 AND 12

In the Commission's view, no area of the school program requires as much attention or reform as does that of the senior secondary school. Ministry of Education statistics show that approximately 60% of students who enter Grade 9 graduate from Grade 12. In other words, two out of every five either fail or drop out. We consider this to be a disturbingly high level of loss, as indicated in the context of a previous section, a loss our society should and need not tolerate. Although British Columbia is not unique in this regard—indeed, almost all advanced industrial societies report similar problems—the province's statistics are far from enviable. The high rate of unemployment among those who do not graduate from high school, as well as the very low participation rate in post secondary institutions of those who do, bears witness to the severity of this educational problem.

Paradoxically, the advances in technology during the past generation that have drastically affected traditional areas of employment for early school leavers have, conversely, made secondary education possible for all. However, we have yet to design and implement a secondary school program that is

relevant and appropriate for all students. At present, our secondary schools are directed toward the one major purpose—possessing both status and appeal—of preparing students for university entrance. In effect, university entrance requirements become the core program of the secondary school. Even though only 19.3% of high school graduates go on to academic programs at colleges and universities, most other students, even those with marginal academic talents, are rightly advised to keep their options open by pursuing such courses. Many students might find it more rewarding, and many others might not drop out of school, if they were to participate in courses other than the traditional academic ones.

Unfortunately, the changed graduation requirements that saw the addition of compulsory courses in consumer education, mathematics, and science impacted severely on elective areas of the curriculum; these include locally developed courses, the fine arts, industrial education and home economics, which are of value to all students but particularly to those who are not pursuing university entrance. As a consequence of these recent graduation requirements, enrolments in these electives fell substantially and drop-out rates increased. The Commission strongly suggests that the Ministry of Education should re-examine these graduation requirements as one step toward halting the exodus of young people from our secondary schools.

The Commission recommends:

9. That, for the short term, existing secondary school graduation requirements be re-examined by the Ministry of Education with a view toward expanding student choice in course selection leading toward graduation.

Of course, the larger challenge for the provincial system rests in attempting to establish what one scholar describes as "a system of plurality of excellence...a variety of career paths in formal schooling leading to different types of high level competence other than academic ability." It also becomes necessary to establish the other career paths without



resorting to the introduction of rigid streaming by academic ability, watered-down courses, dead-end occupational programs, or the reduced expectations that so often characterize alternative programs. Educational rhetoric has long held that worthwhile levels of ability and competence exist in areas of learning other than the linguistic or mathematical areas customarily rewarded in schools. It is time, the Commission feels, to turn this rhetoric into reality.

Our proposal, then, is to have programs that are different in kind but equal in status to those of the common core. This task will not be easy to accomplish and will require great cooperative effort and institutional flexibility. It is imperative, we believe, that this should be one of the first and major tasks undertaken by the Advisory Committee to the Minister of Education recommended to be established elsewhere in this report.

The main elements and implications of our proposed reform for the senior secondary school are these:

Flexibility

Schools must be granted freedom to adapt to local circumstances. The variety of options available to metropolitan school districts are cold comfort to those who operate and study in the smaller high schools found in rural and small-town British Columbia. Schools must be able to provide programs appropriate to their communities and be empowered to adapt existing programs in practical ways for the benefit of all students.

Core Program

A core program that is designed to respond, not merely to the minority of university-bound students, but to the needs of all future citizens in a changing society, is a high priority provincial need. Our political system is such that we exist at the pleasure, or the mercy, of the ignorant as well as the informed, of the bigot as well as the rational being—in short, we can ill afford uninformed citizens in our society.

We see that core program as including English, both language and literature in Grades 11 and 12; Social Studies with world history and issues in one year, and Canadian history and citizenship in the other year; and

a course in Science, Technology, and the Environment in which topical matters could be studied in depth. Preparing the latter course should involve university faculty in significant ways, in addition to the normal involvement of professional teachers, since the course must be recognized by all the public universities as an appropriate admission requirement. Physical Education should also be a core component. The opportunity to develop understandings of physical and health education concepts as well as to form positive attitudes towards health and physical fitness will be of benefit to all youngsters and to a society whose costs for health services continue to rise appreciably.

General Academic Program

It is our expectation that a majority of students will continue to choose a program of general academic education that preserves for them the ability to pursue a variety of post-secondary options including university entrance. In addition to the compulsory core subjects, students should be able to choose from a variety of electives based on both the entrance requirements of post-secondary institutions and the principles of the Common Curriculum.

In smaller secondary schools of the province, the potential for using distance education facilities to assist in providing a broader range of courses for relatively small numbers of students should be carefully considered.

Alternative Programs

It is to the area of alternative programs that the greatest attention should be paid. Students who have definite ambitions in particular career areas and who wish to mix both schooling and work should be encouraged to do so.

Many secondary schools currently offer a limited number of programs in the skilled trades as well as courses for students who wish to develop office skills or to pursue careers in service industries or in human resources. We think these programs offer genuine alternatives to students and should, where feasible, be expanded. We wish to stress the work-experience component of such programs and suggest that this component be extended and intensified. The effectiveness of



alternative programs, and their status, will be enhanced as students are given diverse on-the-job experiences and a range of career options. Accordingly, it is imperative that schools cultivate cooperative relationships with local industries and business to make such student choice possible.

It is also important that students' education through arrangements of this kind be adequately supervised and that workplaces be monitored to ensure that students' work experiences are of high quality. In no instance should students be required to take the place of employees. Successful work experience programs require continuing consultation with labour; employee groups should be represented on advisory committees overseeing such programs.

In British Columbia, we have colleges, institutes, vocational schools, and private training schools which offer the kinds of career programs that many students are seeking. We note, for example, a document produced by the Ministry of Advanced Education and Job Training which lists 400 registered private training institutions, 10,000 apprenticeships in 75 trades, and 15 public colleges, as well as other institutions such as the Pacific Marine Training Institute, the Emily Carr College of Art and Design, and the Justice Institute.

We suggest that after students have successfully completed Grade 10, and at the same time as they are taking the core curriculum subjects, they be considered eligible for entry into career programs offered at community colleges, vocational institutes, or authorized private vocational-training institutions in British Columbia.

The Commission recommends:

10. That when the recommended core program of English, History, and Science, Technology and the Environment is introduced in Grades 11 and 12, secondary school graduation requirements include successful completion of each core subject in addition to those subjects that are required for specific post-secondary or career programs.

University and College Entrance Requirements

As noted earlier, university entrance requirements have traditionally constituted the core program for secondary schools and thus exert enormous influence on secondary school programs. Yet, with little if any consultation with the public school system, universities make arbitrary decisions about what will, or will not, be accepted as meeting university requirements.

Some examples deserve citing: the course entitled Science and Technology 11, recently developed by the Ministry of Education, was not accepted by any one of the provincial universities as satisfying their entrance requirement of a laboratory science course at the Grade 11 level, in spite of the fact that the course has received excellent reviews from educational jurisdictions throughout North America and is considered to be an appropriate way to study science in our modern society. Another such anomaly is the University of British Columbia's refusal to accept secondary fine arts courses for entrance requirements, even though this institution offers a B.A. in Fine Arts. Similarly, some years ago the University of British Columbia unilaterally decided that French 11 was to be required for entrance.

These kinds of dictates, however well-intentioned, are simply not acceptable, especially since much-needed reforms in the secondary school are thwarted by them. The proper role of the universities must be to offer advice concerning the most appropriate content for the curriculum of the secondary school, but not to dictate that content or to take unilateral action which might adversely affect school programs.

The School and Education Entitlement

It should be the stated policy of the Ministry of Education that every person in British Columbia has the right to two years of publicly financed education beyond completion of the Common Curriculum.



Most students, we believe, will proceed through 12 years of schooling sequentially, without interruption, as they do now. However, the adoption of such an entitlement principle may immediately open up various alternatives to enhance student choice.

Adoption of this policy would make it possible for students, after successful completion of the Common Curriculum, to follow specific career education programs at private institutions or colleges if they so wished. It would also make it possible for students who had interrupted their formal schooling in order to work or travel to return to the school system without penalty.

One possible result of the entitlement proposed by the Commission is that it might encourage a greater number of adults to return to secondary school to complete their education. At present, it is unusual to find adults in full-time attendance at British Columbia secondary schools. In fact, some schools have adopted operating policies which discourage anyone 19 years of age or more from attempting to re-enter school to participate in regular programs. Instead, such students are typically advised to choose between continuing education programs offered by school districts and community colleges or to pursue secondary school equivalency programs such as the General Education Development.

We believe that school districts should encourage adults who wish to complete secondary school graduation requirements to do so in any one of several ways, including attending daytime classes with students enrolled in the regular programs. Such a view is also in keeping, we believe, with our support for lifelong learning as a goal for all British Columbians.

For re-entry programs or other flexible arrangements to be successful, educational attitudes will have to change dramatically; the rights of individuals to make choices and decisions autonomously will have to be respected by the schools. Most adults are accustomed to exercising autonomy in their personal actions and choices, and probably would not find the prospect of being a student in a secondary school very appealing under current conditions. But change can and should occur in this regard. We believe

that a program which promotes the re-entry of adults who have not completed secondary school will have important benefits not only for those who participate in the program, but for the educational system and the province as a whole.

If such programs for adults are adopted in secondary schools, measures will no doubt have to be taken to reduce the possibility of course or program duplication with the provincial community colleges. In addition, evening classes and other alternative arrangements will be more widely required than at present for those unable to attend school on a regular basis during the day. Some secondary schools already have implemented extended-day timetables which provide more flexible attendance arrangements for all students; we encourage more schools to consider doing so.

5.E.3.A COMPLETION REQUIREMENTS

If various alternative programs are to exist, and if such programs are to meet the diverse needs of British Columbia learners at all ages, then graduation requirements must also be made more flexible. At the heart of such requirements, of course, will be the core subjects of English, Social Studies, and Science that we have already suggested. In addition, students should also have to satisfy completion requirements for the particular program in which they are enrolled. These additional requirements should be set, the Commission contends, in consultation with the Provincial Curriculum Committee. We strongly suggest that those engaged in senior secondary and initial post-secondary institutions must cooperate to provide appropriate opportunities for all students and that no publicly financed institution should attempt to place itself beyond the public will by arbitrarily dictating requirements.

We see the extension of Grade 12 provincial examinations, as well as in the core subjects of English, History, and Science, Technology, and the Environment, to all subjects in alternative programs where the subject lends itself to such examinations.

We have noted the well-founded argument of students, parents, and teachers that the 50-50 weighting given to teacher marks and provincial examinations is potentially



unfair because of the 'one-shot' nature of the provincial test. We therefore suggest that a more suitable weighting be 2:1 with one-third of the marks given for the provincial examination.

The Commission recommends:

11. That provincial Grade 12 examinations be extended to all subject areas and that those examinations count for one-third of the student's Grade 12 marks.

Perhaps we can best illustrate our vision of secondary school programs by outlining examples of how this proposed program might assist students on various 'career paths.'

Susan is taking a general academic program like 60% of her contemporaries. She has not yet decided on a career, so in addition to the senior secondary core subjects she has chosen electives which will allow her general entrance to all post-secondary institutions. Because she works daily from 2 to 6 p.m. in a local fast-food outlet, she studies English 12 at night in the local secondary school.

Devon, in contrast, is set on a career as a bricklayer. He is enrolled in the core subjects at school in the morning and works as an apprentice for a local contractor in the afternoon. In addition, he is taking night courses in building construction and theory at the local community college. Because he is taking the core subjects, his college fees are paid by the province.

Elizabeth wants a career in science; in addition to the core program, she is taking specific courses to meet entrance requirements for a B.Sc.—heavily oriented toward the sciences, of course, but she is able to maintain her interest in the history of art by enrolling in one course. Because of her mathematical ability, she completed Grade 12 Algebra and Geometry by the end of Grade 11, and is now taking university level

mathematics courses at the local college. Her college fees are paid by the province.

Kevin dropped out of Grade 10 five years ago. He has had several temporary jobs since then but has been unemployed most of the time. Because he has artistic ability, he has been encouraged to pursue a career in the arts and needs to fulfil the entrance requirement for the post-secondary institutions of his choice. In addition to the senior secondary core program, he has elected to take as many fine arts courses as possible within the constraints of the entrance requirements he must eventually meet.

Kathy has wanted to be a beautician most of her young life. Since she completed the common curriculum she has had little interest in school. However, because she is not taking the Grade 11 and 12 core curriculum, her fees at the private trade school she attends are her own responsibility. It is made clear to her, however, that should she decide to return to school in the future she will be entitled and welcomed to do so at no cost.

Nancy is pursuing a career in business in conjunction with her schooling. The core program takes up about one-third of her day. The remainder is split by mutual arrangement between a local office and the business department of her secondary school. She will receive appropriate credit for the practical part of her chosen elective area which is jointly monitored by the office where she works and by the school.

Bill wants to pursue a career in food services. He has been out of school for a couple of years, working in restaurants, since completing Grade 11. He now attends school half-time while he takes the Grade 12 core curriculum and a business course. He also attends a restaurant management course from a licensed and reputable school. Because he is undertaking the core program, his fees at that private trade school are paid by the province.



These examples illuminate some salient features of the entitlement program proposed here as a way to reorganize and make vital the curriculum of the senior secondary school. We have sought to emphasize the importance we place on the Grade 11 and 12 core curriculum for all citizens, and, at the same time, the flexibility such an approach offers in meeting the diverse needs of British Columbians. Although there may always be a small percentage of students who are not interested in schooling beyond the compulsory attendance age, we hope this proposal, if adopted, will engage the vast majority of them.

Readers of this report should also note that the Commission, in making this proposal, has assumed a great deal of goodwill and cooperation from all elements of our communities, particularly on the part of business, labour, and the post-secondary institutions. We are all ultimately responsible for the quality and relevance of our educational system; it is not just the task of the schools.

5.F LIFELONG LEARNING

The restructured secondary program reflects learning and organizational principles inherent in the concept of lifelong learning. For example, horizontal integration stresses the connection between school and the world of work in our proposed alternative programs for Grades 11 and 12. Learning how to learn and self-directed learning are brought to life, we hope, throughout the Common Curriculum.

To be effective today in a learning society, an educational system must meet the needs of all learners in all environments, not just those inside a formal system. Twelve years from the twenty-first century, the fundamental question is not: "Should the school system play a role in lifelong learning?" but rather: "How can the school system contribute to lifelong learning most effectively?"

The Commission is concerned about lifelong learning from two perspectives: on the individual level, as students pursue learning with love and curiosity throughout a lifetime, and from an organizational perspective, as education systems find ways to facilitate that individual pursuit.

We suggest that curricular changes proposed in the Common Curriculum and in the secondary school core program, in conjunction with our expectations for instructional change through interdisciplinary and cross-grade teaching, will provide a supporting educational vehicle for the individual.

The characteristics of an educational system which facilitate and promote lifelong learning are clear. First, such a system should recognize that lifelong learning requires long-term commitment. Second, the system should recognize that the needs of learners range from general interest to high levels of mastery, in non-formal and formal settings. Third, it should be characterized by open access, thereby making educational opportunity available across an individual's lifespan, regardless of changed circumstances. Last, such a system should be trans-institutional in character and make use of the resources of all institutions and agencies involved in education.

The Commission recommends:

12. That the Ministry of Education, school districts, and schools, in planning and delivering educational programs, incorporate the concept of lifelong learning, so that learning experiences: (1) relate to an individual's lifespan; (2) are characterized by open access to learners of all ages; (3) cater to the widest range of learner interests and needs; and (4) involve the shared resources of all agencies concerned with education.



5.G CURRICULUM DEVELOPMENT

The Curriculum Development Branch, along with the Modern Languages, Special Education, and Correspondence Education Branches of the Ministry of Education, should continue to assume major responsibility for developing curricula for provincial schools. The curricular framework introduced here should be used to guide this process and to help ensure a greater degree of consistency throughout the Common Curriculum.

Under the direction of an Education Advisory Council, a Provincial Curriculum Committee could provide direction and co-ordination for all curriculum processes to do with planning, development, implementation, and evaluation. This Committee should include in its membership broad representation from teachers at all levels of the public and non-public systems, school and school district administrative staff, trustees, post-secondary instructors, and parents, as well as members of the general community.

Furthermore, permanent positions for subject area co-ordinators should be established within the Ministry of Education. The practice of seconding teachers from the field to work in particular projects should continue to supplement the activities of permanent staff. These seconded teachers would bring to each project the perspective of recent classroom experience and provide the Ministry with sources of new talent and ideas. Obviously, teachers who become involved in such assignments also enjoy excellent opportunities to enhance their own development as professional educators.

Committees established to undertake curriculum revision projects should continue to be comprised of classroom teachers, augmented whenever necessary by specialists. We suggest that each revision committee include a teacher-librarian who would bring an interdisciplinary perspective to the project. Such committees should also structure their tasks around the framework established for curriculum development by the Ministry of Education and in line with the principles set out for the Common Curriculum.

A priority task for curriculum committees is to extend the Ministry's current attempts to respond to educational inequities in curriculum areas. Specific guidelines should be developed in

all program areas to reflect concerns relating to racism and gender equity. For example, gender-sensitive and gender-balanced guidelines must consider treatment in counselling, male-oriented curricular and extracurricular activities, and a hierarchical school system where women are under-represented in high-level administrative positions.

Specific input for curriculum revisions should come from a variety of sources, including the Provincial Learning Assessment Program. Since such assessments are conducted regularly, the cycle for revision should be aligned with them. As indicated earlier, major revisions are not required every four years; in fact, it would be preferable to have more frequent and smaller revisions.

Whatever the extent of a revision, a commitment must be made to provide the resources needed for implementation, including the timely provision of materials and resources for professional development. This obviously necessitates long-term planning.

The Commission recommends:

13. That, with respect to curriculum development, revision, and implementation in the province, the Ministry of Education: (1) emphasize smaller, more frequent curriculum changes; (2) relate such revisions to the continuing Provincial Learning Assessment Program; and (3) provide the budgetary resources required for a systematic implementation of curriculum changes.

5.H EVALUATION AND ASSESSMENT

Evaluation in education is typically conducted at several different levels. In the first place, we are interested in evaluating the progress of individual students and monitoring their growth. For other purposes, we might be interested in aggregating the performance levels of individuals to the level of the class, school, school district, or province. With aggregated scores we cannot discuss the performance of individual students, but they can be used as more general indicators of performance. To be effective, good evaluation practices are needed at all of these levels.



5.H.1 EVALUATION OF INDIVIDUAL STUDENTS

The task of assessing individual students' performance should remain primarily the responsibility of classroom teachers. They are in the best position to observe the entire range of attainments we desire our students to achieve. If teachers are to fulfil this responsibility adequately, they should be kept well-informed about the most efficacious means of evaluating those attainments and particularly about those which are difficult to evaluate through the use of written tests.

Teachers should base their evaluations on a multiplicity of evidence, including participation by students in classroom discussions, project work, and one-on-one interviews in addition to written exercises and tests. Evaluation should be continuous and should be used for diagnostic purposes as well as for determining whether or not achievement goals will have been attained.

The Ministry of Education should provide guidance on standards and criteria for teachers to employ in evaluating students' performance. It might also be useful for teachers to have access to sample evaluation instruments or test items to use as models. This will enable teachers to monitor their students' progress in light of provincial expectations. The standards supplied should be sufficiently explicit and detailed to allow for the monitoring of individual progress on each of the criteria set out in curriculum guides.

5.H.2 EVALUATION AT THE SCHOOL OR SYSTEM LEVEL

Public and non-public schools across the province should have consistent elements in their curricula. Comprehensive and current information is needed about what students have learned and what they are capable of learning. To that end, we strongly support the continuation of the Provincial Accreditation Program for schools and of the Provincial Learning Assessment Program. In the case of the latter, we do have a number of suggestions for change.

We referred earlier to the massive scale of most assessment projects conducted for the Learning Assessment Program and to the long period needed to complete each of these projects. Those problems could be alleviated by restructuring the program and giving it a more explicit, more narrow set of goals.

The Commission recommends:

14. That the goals of the Provincial Learning Assessment Program be reformulated to concentrate on the provision of annual data on student achievements (knowledge, abilities, attitudes) in each of the basic subject areas.

We believe that the Learning Assessment Program should concentrate its attention on a small set of basic subject areas and employ advanced sampling and testing techniques to obtain system-level data on students' performance in each of these areas every year. A well-constructed sample of about 1,000 students at any grade level should be sufficiently large to provide highly accurate estimates of provincial performance levels.

This is not to say that the other kinds of information collected in previous assessments have not been worth the time and money invested. We are in urgent need of reliable information about what teachers think of the curriculum, about the kinds of instructional practices they employ, about students' attitudes and opinions, and about their future plans. The difficulty is that adding all of these tasks to the Learning Assessment Program's basic responsibility for system-level performance monitoring has made the process unwieldy and cumbersome.

It is false economy to attempt to use the Learning Assessment Program to address questions concerning, say, relationships between instructional practices or students' backgrounds and achievement. The assessment instruments are blunt: useful for describing the performance of the system as a whole in a limited way, but not for addressing complex interactions among several variables.



5.I EXTRACURRICULAR ACTIVITIES

Finally, as an important postscript to the foregoing discussion about curriculum, the Commission would like to touch briefly on the nature of extracurricular activities in British Columbia schools and the role we see such activities playing in young people's educational and social lives.

Children may not always enjoy opportunities to develop all their talents and interests through their curricular activities. Activities organized at school outside the regular curriculum, therefore, offer excellent avenues for expanding children's opportunities to engage in meaningful and diverse experiences. Today, the number and nature of extracurricular activities in which schools involve youngsters seem virtually unlimited—concerts, multicultural festivals, field trips, choirs, bands, sports teams, photography clubs, and theatrical and musical performances are but some examples. Extracurricular activities also provide schools with additional means to respond to and recognize the individual differences among learners. Because children spend a large part of their lives at school, it is important they see schools as friendly, supportive environments. Moreover, the experiences they obtain through extracurricular activities contribute generally to a positive atmosphere throughout schools.

Extracurricular activities, also, are sometimes the very activities that give students a sense of identity with their schools, with their peers, and with the adults in their lives. They allow students opportunities to participate in, or to be spectators at, events that draw on a wide range of individual talents and interests. They contribute also to children's sense of pride in schools and to their respect for them. Although such activities may be considered extracurricular, they should never be considered unimportant. In fact, the term co-curricular is sometimes used to suggest the importance of these various activities.

The Commissioner's Working Group on Business and Education endorsed the extracurricular program in saying that activities such as

"sports and the arts, including drama and music, also help to develop a competitive spirit and sense of teamwork."

We believe that teachers and students should be recognized for the additional time and effort they devote to such activities outside the required curriculum; we suggest they should be encouraged to continue these endeavours. One way to provide tangible evidence of support is to provide some consistent funding. Presently, school districts offer limited financial support, but all other funds are generally raised by the students. It seems unfair to expect students or parents to underwrite many of the expenses for transportation, uniforms, costumes, equipment, and instruments necessary for such activities. It also seems unfair to ask teachers to spend many additional hours holding hot-dog sales, paper and bottle drives, or raffles, to raise the funds required for extracurricular events. The Student Task Force of this Commission, for instance, said: "Extracurricular activities are an essential part of school life. We feel that there should be increased funding for all types of activities, especially in rural and northern areas where travel budgets for sports teams and bands can be very high."

It is clear that the extracurricular programming in British Columbia schools is a major supplement to the regular curricular experiences of thousands of students. It is also evident that this vital part of the education process is not equally accessible to all. These reasons strongly support the argument for more specific financial provisions for extracurricular activities in British Columbia schools.

The Commission recommends:

15. That the Ministry of Education include in the funding allocations to school districts a specific category for extracurricular activities, for the purposes of: (1) recognizing their relationship to, and enhancement of, formal learning experiences of youngsters; and (2) ensuring equitable access to such activities for all learners.

CHAPTER 6:

THE TEACHING PROFESSION

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6. THE TEACHING PROFESSION

6.A INTRODUCTION

This chapter is about teachers. Apart from parents and other close family members, teachers are the most significant people in the lives of young learners. As one parent stated in a submission, "They have an immense task to perform and an enormous responsibility for the future of our province and of our children."

6.A.1 SCHOOL SUPPORT STAFF

The Commission recognizes that many other people assist teachers in their work with learners. Because teachers represent so much of what school is about, it is easy to overlook those who work in support roles to ensure that schools and classrooms function well. As the Commission visited schools throughout the province, we were impressed by the quality of the care given to them. Despite the impact of the restraint program on school district maintenance budgets, communities can take pride in the fact that their children attend schools which, despite questions about their age and use, are safe, orderly, and clean. In over 2,000 submissions, not one word of criticism was levelled at the custodians, engineers, and maintenance people who work to keep provincial schools in such fine condition.

School busing is a major undertaking for many districts in the province. It was thus not surprising that the provision of bus service was a topic of concern expressed in numerous submissions. Again, we are pleased to note that not one word of criticism was levelled against the men and women who drive students to and from school, often in difficult weather conditions.

Similar services are found in other areas of the school. Much of the routine work that surrounds administration is undertaken by school secretaries, many of whom have worked in particular schools for some considerable time. In many instances, they provide assistance to students that transcends their secretarial duties.

The integration of special needs students into school life has necessitated an increasing use of aides and helpers, as has the growth in the use of library resources. Such people perform tasks that free teachers for more profes-

sional duties; their work should be recognized for its importance in today's schools.

Although it was not the task of this Commission to examine the quality and level of these support services, we were, in our work around the province, made aware of the valuable work of these thousands of men and women who contribute in unseen ways to the schools of British Columbia.

6.A.2 TEACHERS

While the Commission recognizes the contributions of support staff and volunteers in schools, we have confined our analysis and recommendations to regular classroom teachers. We report on who they are, what is expected of them, their own expectations and concerns, their education and qualifications, their professional status, and their working conditions. In addition, and perhaps of greater consequence to British Columbians than any other segment of this chapter, we focus on the compelling need to attract and retain in our schools, now and in the future, well qualified teachers to guarantee quality schooling for all youngsters in the coming years.

As outlined fully in the technical paper, "On-site Personnel Who Facilitate Learning," a document which provides the research underpinning for this chapter, our analyses and recommendations are based upon three major sources of information: (1) a review of contemporary, relevant literature; (2) the submissions received by the Commission, of which 811 referred to teachers; and (3) responses to questionnaires distributed to sample groups of students in faculties of education, non-education university students, beginning and experienced public school teachers, and non-public school teachers. Questionnaire responses were received from approximately half the persons approached in each category; we received teacher responses from 72 of the 75 school districts in the province.



6.B BRITISH COLUMBIA TEACHERS: DESCRIPTIVE INFORMATION

6.B.1 PUBLIC SCHOOL TEACHERS

At present, there are 28,044 public school teachers in British Columbia. Of these, 15,349 are female and 12,695 are male. Because it is currently not possible to calculate precisely the number of actual classroom teachers, or to separate teachers from ancillary personnel, this estimation of the size of the teaching force is somewhat high. However, we can estimate that teachers constitute more than 90% of the total aggregation of professionals referred to above.

As of September 30, 1986, the approximate average ages of public school teachers in British Columbia were 42 years and 40 years for males and females, respectively. Fewer than nine per cent of the teaching force are under 30 years of age, approximately 50% are 35-44 years, and approximately 16% are 50 years of age or older.

About 75% of these teachers received their initial teacher education in British Columbia, while a further 14% came from other provinces of Canada. The remaining number, approximately 10% of the teaching force, received their initial training outside Canada. Greater numbers of new teachers are now educated 'at home,' and less reliance is placed on teachers trained elsewhere.

Approximately 97% of public school teachers hold either of the two permanent certificates approved by the province—the Professional and Standard—and better than 80% have attained a university degree. Almost 66% of the teacher population have taught for ten or more years, a factor reflecting the age distribution summarized above. Approximately 14% of teachers have part-time assignments, a number which has risen in recent years, generally as a result of declining enrolments, reduced government spending levels, and the 'splitting' of teacher positions prompted by reduced spending on education. The combination of comparatively high credentials and extensive experience yields an average salary of \$37,997 for the year 1986-87.

The past decade has seen substantial shifts in the composition of the teaching force in British Columbia's public schools. Teacher qualifications have steadily increased (both in terms of degrees and certificates), a much greater proportion of beginning teachers are trained within British Columbia (probably as a result of the reduced number of available teaching positions), teachers have more experience, the teaching force as a whole is steadily aging, and more teachers are now in part-time positions than at any other time in the past. Teacher retention rates have varied slightly, ranging from 88.9% in 1976-77 to 91.9% in 1986-87, through a maximum of 92.0% in 1983-84. These are the percentage rates of the previous year's teachers who returned to teaching in September of each year.

6.B.2 NON-PUBLIC SCHOOL TEACHERS

Data respecting the non-public school teachers of British Columbia, estimated to be approximately 2,000 in number, are not readily available. Those at hand for recent years pertain to the 'Group 2' funded schools, the schools which receive the highest grants as a result of meeting more extensive criteria than other supported or non-supported independent schools. Approximately 70% of the 'Group 2' teachers hold a regular British Columbia certificate, while a further one-fourth have an Independent School Certificate, a specially modified credential for non-public school teachers. Over 70% hold degrees and their experience levels correspond to approximately two-thirds of those of their public school counterparts.

As the 30,000 teachers of British Columbia work with approximately half-a-million learners throughout this geographically large, culturally diverse province, they do so within social and organizational contexts which shape their professional initiatives and interactions with youngsters. These social factors, outlined in the opening chapters of this report, have particular bearing on the work of teaching.



6.C. TEACHERS AND SOCIETY

Anyone who examines education is soon led to the conclusion that the schools' work on behalf of learners, their parents, and the public has expanded markedly in recent years. More services are expected, and higher levels of quality are sought. And the teacher, as the personification of schooling, feels these pressures first and more directly than perhaps anyone else in the system.

Submissions received by the Commission confirm that a wide range of public sentiment exists concerning what schools should do. Views often conflict. Almost always, they are intensely felt. It is one thing for this Commission to consider the diversity of public opinion at arm's length from the educational action; it is quite another for a classroom teacher, close to pupils, parents, and the community, to find ways to understand and accommodate parental and public demands in the midst of an already crowded schedule.

Never has the intent of the legal phrase, *in loco parentis*, been more keenly appreciated by teachers than in recent years, as they have found themselves pressed to respond to greatly divergent pupil and parent needs. Many parents take a keen and continuing interest in the welfare of their youngsters; they express high expectations for their children and for those who teach them. But the school must also attend to troubled and neglected children and, in so doing, compensate for dislocations occurring in family and broader social structures. Increasing numbers, from all quarters of society, arrive at class in conditions of depression, anger, or rebellion born of their away-from-school circumstances. Understandably, teachers attempt to compensate for voids related to children's needs, to respond with care, love, intimate personal guidance, advice on health and nutrition, and even, in some cases, the provision of food. One professional fraternity recently described teachers as "the shock absorbers of society."

And as teachers attempt, with varying degrees of success, to absorb those shocks, it is apparent to this Commission that problems exist throughout the profession in British Columbia with regard to teacher self-esteem. Although we discovered that some submissions prize the significance of teaching and those who serve in the profession, many others are critical of teachers and their work. This Commission acknowledges, as it

would with any professional calling, that differences do, indeed, exist in the effectiveness of practising teachers. Throughout this report, the Commission emphasizes time and again the importance of 'high standards,' 'quality performance,' 'efficiency,' and 'excellence' in teaching, and targets its recommendations toward such goals.

But we also advance two other propositions. First, in keeping with our belief that schools, in large measure, reflect society, we conclude that people are inclined to receive what they are willing to accord to professionals. If they view teaching positively, expect high quality services, and note the signs of excellence they observe, the teaching profession is more likely to attract and retain people who exhibit professional qualities and who feel that teaching allows them to make an important contribution to society. The reverse also holds true. If everybody expects much, praises little, criticizes freely, and denigrates the teacher's role, it is difficult for even the most capable and dedicated professionals to work as effectively as they might.

We note also that teachers absorb criticisms which might more appropriately be directed elsewhere, or be shared by others. The Commission has received a considerable body of negative opinion on teacher education, the nature of the curriculum, provisions for learners with special needs, the unclear relationship between work and school, and various other factors associated with organizing and delivering educational services. If such criticisms are valid, then responsibility for remedial action rests with many people—including politicians, civil servants, administrators, university personnel, parents, and learners themselves.

6.C.1 TEACHERS AND LEARNERS

If readers analyzed and compared learner profiles at the time of the previous Royal Commission Report in 1960 with those in schools today, they would soon recognize that classrooms today are more diverse and complex places than a generation ago. Children who attend school in the late 1980s are representative of a diverse pluralistic culture. Their home lives often differ radically in terms of stability and the support they receive. Sometimes, great differences exist in ethnic origins and socio-economic status of youngsters in a single classroom. Changes in family structure have meant the transfer of



new and different needs to the classroom—needs which must be at least partially addressed if adequate learning is to occur.

In addition, all but the most severely handicapped now regularly attend school and require special instructional assistance. Some schools, too, have felt the impact of recent immigration. While the presence of new Canadians allows for a cultural richness and diversity which can enhance learning situations, the social and language difficulties naturally experienced by many of these children (and their parents) place extraordinary demands upon teachers. The Commission does not wish to overstate its concern with the complexity of the modern classroom; it simply acknowledges this change as a reality which makes teaching more complex and demanding work than in earlier decades.

Much attention is given in the literature on teaching to the subject of learner motivation—the innate or kindled desire to learn. Fostering this desire is an integral part of the craft of instruction. It is an exercise made more challenging by competing elements in the learner's environment. Today's children are captivated by home computers, portable sound systems, video arcades, and television. Preparing classroom experiences which can capture the enthusiasm and interest of children who spend so much of their lives stimulated by technological wonders represents an obvious and time-consuming assignment for teachers.

Noticeable, too, and occurring as a direct result of the parental demands for greater participation in children's education, are the increased attention, time, and energy teachers must devote to communications between classroom and home. In this regard, the Commission notes that many individual parents and their organizations are now calling for even more intensive and extensive parent-teacher meetings. This demand for involvement, the Commission acknowledges, is likely to continue and perhaps become even more pronounced.

6.C.2 TEACHERS AND THE CURRICULUM

The foregoing sections, highlighting significant and diverse expectations of society, as well as changing social profiles of learners, lead to a natural conclusion that curriculum

adaptations and instructional strategies must be directed toward more individualized programs for learners than in the past. Whereas once teachers could direct their instructional energies toward the whole class, increasingly teachers are expected to 'tailor make' special programs for all youngsters and to help sort through the curricular materials to provide a better match between the child and the material to be learned. The translation of what the Commission refers to as the 'intended curriculum' into effective learning opportunities for children remains the truly eminent professional act of teachers. The 'implemented curriculum' and the 'attained curriculum,' taking as many potential forms as there are learners, are dependent upon the creative and substantive methodological talents of the teacher.

Reference has been made elsewhere in this report to the need for improved processes of curriculum development and curriculum implementation in British Columbia. As the individuals most responsible for carrying out the intent of the curriculum, teachers should obviously be consulted and represented in the design stages, and be adequately supported in translating plans into actions. While the former circumstance prevails, with teachers being well represented in designing and modifying curricula, the latter leaves much to be desired. With few exceptions, teachers have received inadequate preparation and support to implement new curricula in their classrooms.

6.C.3 TEACHERS AS PROFESSIONALS

Teachers are both individual professionals and members of a professional organization. As individuals, they have received better professional preparation than their predecessors and, hence, bring certain expectations to their lives inside classrooms. Because of their knowledge and professional experience, they expect to be involved in decisions which directly or indirectly affect the quality of instruction.

As the following section will discuss more fully, they share the same needs and hopes of people at work anywhere—to have their roles defined; to be provided with adequate physical and human support services to do their jobs; to experience a reasonable quality of work-life; and to receive adequate extrinsic and intrinsic rewards for service. In return,



they expect to be held accountable, on terms made known explicitly to all interested parties, to their employers and clients.

Organizationally, most public school teachers in British Columbia are voluntary members of the provincial professional organization, the British Columbia Teachers' Federation (BCTF). On behalf of teachers, the BCTF directs its efforts to the continuing professional status of teachers, to their welfare, and to the common good. As well, the BCTF represents teachers in a variety of forums where teaching and learning are subjects of discussion. Significant among these is the newly formed College of Teachers, in which teachers constitute a majority of members.

Several submissions have referred to tensions which exist between teachers as individual professionals and as members of the BCTF, especially in recent years when the professional organization assumed a strong political posture either explicitly opposed, or perceived to be opposed, to the government of the day. Such developments are, no doubt, partially responsible for the past and current rift occurring between the provincial government and the BCTF. Also, while there has been some obvious disharmony between the BCTF and membership minorities in times of crisis, it is abundantly clear that teachers have rallied behind their provincial organization on most occasions when urged to do so.

6.C.4 TEACHERS AS EMPLOYEES

Teachers in British Columbia are party to a collective agreement—developed at the school district level and within the confines of the *School Act* and the *Industrial Relations Act*—as well as to Ministry of Education and district policies and regulations which lie outside the boundaries of the collective agreement. This agreement generally specifies that, in return for stated employment rewards and benefits, teachers will spend a stated period of time with learners in provincial schools. Outside of the terms of this contract, they also engage in various other learner-oriented activities by choice. Later in this chapter, we discuss elements of teachers' contracts and assignments which cause concern, as well as current procedures for developing contracts.

6.D TEACHER DEMAND AND SUPPLY

Two major factors primarily influence the demand for teachers: the number of students and the pupil-teacher ratio (PTR). The PTR, in turn, is highly dependent on the extent to which government establishes levels of financial support. Our forecasts are based on the assumption that the present PTR, 17.71 as of October, 1986, will remain constant. It should be noted in this respect that, at 1986-87 staffing levels, a difference of 0.10 in the PTR represents a difference of approximately 160 teaching positions.

Table 6.1 contains Ministry of Education figures for actual public school pupil enrolment for 1987-88, and projections for September of each year from 1988 to 1997. Table 6.2 shows projected changes in enrolment and rates of change over the same ten-year period. The overall enrolment rises each year, beginning slowly (+0.25%) in 1988-89 and with a continued increase of over 1.5% from 1993 onward. For the first three years, however, only elementary enrolment is increasing; secondary enrolment is projected to decline until the 1991-92 school year. The following year, the secondary rate of increase is predicted to surpass the elementary rate. It then will continue with rapid growth, approximately double that of the elementary rate.



TABLE 6.1: Actual and Projected Public School Enrolments, Sept. 1987 to Sept. 1997

<i>Enrolment by Level</i>				
<i>September of Year</i>	<i>Kindergarten</i>	<i>Elementary</i>	<i>Secondary</i>	<i>Total</i>
1987 (actual)	38,885	260,501	191,848	491,234
Projected 1988	39,137	265,260	188,086	492,483
1989	39,852	270,553	185,800	496,205
1990	39,579	276,172	185,400	501,151
1991	38,792	281,198	186,705	506,695
1992	40,469	284,326	189,432	514,227
1993	41,021	288,455	192,528	522,004
1994	41,540	292,277	196,811	530,628
1995	42,056	295,267	202,055	539,378
1996	42,606	298,545	207,115	548,266
1997	43,168	301,489	212,087	556,744
Total increase 1987 to 1997	4,283	40,988	20,239	65,510



TABLE 6.2: Enrolment Changes and Percentage Changes in Enrolments by Level, Sept. 1987 to Sept. 1997

<i>September of Year</i>	<i>Level</i>							
	<i>Kindergarten Change %</i>		<i>Elementary Change %</i>		<i>Secondary Change %</i>		<i>Total Change %</i>	
1988	+252	+0.65	+4759	+1.83	-3762	-1.96	+1249	+0.25
1989	+715	+1.83	+5293	+1.99	-2286	-1.22	+3722	+0.76
1990	-273	-0.69	+5619	+2.08	-400	-0.22	+4946	+0.99
1991	-787	-1.99	+5026	+1.82	+1305	+0.70	+5544	+1.11
1992	+1677	+4.32	+3128	+1.11	+2727	+1.46	+7532	+1.49
1993	+552	+1.36	+4129	+1.45	+3096	+1.63	+7777	+1.51
1994	+519	+1.27	+3822	+1.32	+4283	+2.22	+8624	+1.65
1995	+516	+1.24	+2990	+1.02	+5244	+2.66	+8750	+1.65
1996	+550	+1.31	+3278	+1.11	+5060	+2.50	+8888	+1.65
1997	+562	+1.32	+2944	+0.99	+4972	+2.40	+8478	+1.55
<i>Total Change 1987-1997</i>	+4283	+11.01	+40,988	+15.73	+20,239	+10.55	+65,510	+13.34



The forecasted changes in enrolments call for more teaching positions each year if a pupil-teacher ratio of 17.71 is to be maintained (see Table 6.3). Initially, additional positions are required only at the elementary level, as a reduction is predicted in the number of secondary positions. Even at the elementary level, increases are not universal—in the 1990-91 and 1991-92 school years, kindergarten enrolment is predicted to decline and reduce the number of required

teaching positions provincially by about 30 in that period. By the 1997-98 school year, an additional 120 kindergarten teachers will be required (about 15 per year, starting in 1993-94), as will an additional 2,300 elementary teachers (about 230 per year, on average) and an additional 1,150 secondary teachers. In total, we forecast that approximately 3,600 additional teaching positions will be required over the next ten years.

TABLE 6.3: Number of Additional Teachers Required to Maintain Present Pupil-Teacher Ratio Given Projected Increases in Enrolment 1988-89 to 1996-97

Year	Level			Total	Aggregate
	Kindergarten	Elementary	Secondary		
1988-89	+7.12	+268.72	-212.42	+63.42	+63.42
1989-90	+20.19	+298.87	-129.08	+189.98	+253.40
1990-91	-7.71	+317.28	-22.59	+286.98	+540.38
1991-92	-22.22	+283.79	+73.69	+335.26	+875.64
1992-93	+47.34	+176.62	+153.98	+377.94	+1,253.58
1993-94	+15.58	+233.15	+174.82	+423.55	+1,677.13
1994-95	+14.66	+215.81	+241.84	+472.31	+2,149.44
1995-96	+14.57	+168.83	+296.10	+479.50	+2,628.94
1996-97	+15.53	+185.09	+285.71	+486.33	+3,115.27
1997-98	+15.87	+166.23	+280.75	+462.85	+3,578.12

NOTE: Each Kindergarten pupil is considered as 0.5 FTE; the number of teachers required is therefore half of what the headcount figures would indicate.



In addition to the new teachers required as a result of increasing enrolments, replacement teachers are sought annually to take the places of those who retire or who leave the profession for other reasons. If the average attrition rate for the past ten years is projected to the future, approximately 10.7% (about 3,100) of the teaching force will require replacement each year. This percentage may slightly overestimate the size of the teaching force required since the number of

teachers who leave teaching in each year has declined in recent years. A five-year average attrition rate of 8.9% is probably a more realistic figure to use, although this rate could rise given the general aging of the teaching force. Using 8.9% as the loss rate, 2,500 replacements would be needed in 1988-89, rising to about 2,800 in 1997-98. Projected requirements are outlined in Table 6.4.

TABLE 6.4: Projected Number of Teachers Required for Enrolment Growth and for Replacement 1988-89 to 1997-98

<i>Year</i>	<i>New Positions</i>	<i>Replacements</i>	<i>Total</i>	<i>Aggregate</i>
1988-89	63	2,490	2,553	2,553
1989-90	190	2,496	2,686	5,239
1990-91	287	2,513	2,800	8,039
1991-92	335	2,538	2,873	10,912
1992-93	378	2,568	2,946	13,858
1993-94	424	2,602	3,026	16,884
1994-95	472	2,640	3,112	19,996
1995-96	480	2,682	3,162	23,158
1996-97	486	2,724	3,210	26,368
1997-98	463	2,767	3,230	29,598



It is difficult to establish precise figures about teacher supply because of the many variables that influence the number of teachers available at any one time. For example, there are presently well in excess of 10,000 certificated teachers in the province *not* currently employed as teachers. There is also a shortage of senior secondary mathematics teachers. Between these extremes, many factors—including mobility, the willingness to relocate, specialist qualifications or the lack of them, and prospects for other employment—make it difficult to identify the exact size of the existing available surplus teaching force and the number of new teachers that will be required at any given time.

If we use an estimate of 8,000 unemployed teachers who wish to return to teaching, and combine it with the present output of roughly 1,200 graduates per year from faculties of education, then there will be an adequate supply of teachers until the 1991-92, or perhaps the 1992-93, school year, although specific subject areas might well face shortages before then. Once the existing surplus of teachers is exhausted, however, a minimum shortage of approximately 1,800 teachers per year is likely. Should the universities increase their enrolments to the levels of the late 1970s (about 2,500 per year) and should every student teacher enter the profession upon graduation (which is extremely unlikely), the shortfall would remain at about 500 teachers per year.

The foregoing comments about the adequacy of teacher supply until the early 1990s ignore some crucial issues. First, as more teaching positions become available, it is highly likely that teachers, especially specialty teachers, in more remote areas of the province will gravitate toward larger population centres. Consequently, school districts outside the larger centres may experience difficulty in obtaining qualified teachers even earlier than our projections above indicate. The 1986-87 *Ministry of Education Annual Report* observes that early signs of such recruitment problems are already manifest in several districts. Second, as more positions open up in the higher-paying public school system, some teachers with provincial certificates who now teach in independent schools may switch to a public school position. Third, even in the late 1970s, when the demand for teachers was quite high and university graduating classes comprised over 2,000 potential teachers, fewer than 60% of the university

graduates actually entered the teaching force in a given year. Since 1982, the percentage of those who enter the teaching force has declined by half. It is reasonable to assume, however, that a renewed demand for teachers could return this percentage to its pre-restraint level. Even so, assuming both a return to pre-1982 participation levels and increased university output, it is likely that only about 1,300 or so graduates per year would actually enter the teaching force. In that case, the shortfall would amount to about 1,700 or 1,800 per year rather than the 500 suggested above. Lastly, we note that, should our estimate of 8,000 prove to be generous, we will confront this anticipated shortage even earlier than the dates projected above.

The Commission notes that British Columbia is not alone in facing a projected teacher shortage. Across Canada, teacher training institutions have reduced enrolments during the past decade as a result of declining school populations and reduced levels of post-secondary funding. This, too, is significant. At the time when British Columbia will be looking to recruit teachers from other provinces and from abroad, other provinces will also be attempting to increase the size of their teaching forces. British Columbia's overseas sources of supply may well prove inadequate in the face of the anticipated demand and competition.

All of the foregoing discussion points to an inevitable conclusion. Unless British Columbia takes immediate initiatives to recruit and retain teachers, the quality of provincial schooling and the educational experiences of those who attend them will be adversely affected during the next decade.

6.E. PUBLIC AND PROFESSIONAL VIEWS ON TEACHING

Approximately 40% of the nearly 1,400 comments made to the Commission about teachers and teaching addressed issues related to our broad definition of teacher education. Although many comments were positive and supportive, parents and the general public repeatedly stressed the need to select suitably qualified individuals to be trained as teachers as well as the need to retain high quality professionals in classrooms.



In many presentations to the Commission, people spoke of "ensuring a high standard" of teaching or of the need to secure "better qualified" teachers in provincial schools. Those phrases often meant greater competence in a specific curricular area or specialty field. Many references, in fact, spoke of the need for elementary school teachers to be trained in computer technology, for teachers to obtain expertise in remediating learning disabilities, for greater specialization in physical education, the fine arts, French, English as a Second Language, and in other distinct subject areas.

To some, "better qualified" meant better classroom management and student control procedures. For others, it meant that teachers should be able to deal with parents' concerns for individualized instruction, regardless of how diverse children's needs might be. Such differing interpretations make it impossible to develop a set of criteria for teacher competency upon which all could agree.

We are hesitant to specify all the components of a teacher education program, although we seek to direct the attention of the profession, the universities, the province, and the College of Teachers to our recommendations and their implications for teacher education, at both the pre-service and inservice levels. As a first step, we propose the following four activities as requisite for maintaining and improving teacher quality:

1. Competent individuals must be identified, recruited, and selected into teacher education programs.
2. Prospective teachers must be provided with first-rate programs of academic and professional studies.
3. Beginning teachers must be placed in work environments supportive of their unique professional needs.
4. Practising teachers must be provided with structures to support academic and professional development.

6.F TEACHER RECRUITMENT AND SELECTION

6.F.1 RECRUITMENT

Attracting competent people to teaching has always been difficult. Notwithstanding this difficulty, the need for deliberate action is urgent in view of the serious teacher shortage we forecast in the not-too-distant future. Even with liberal assumptions regarding the availability of presently unemployed teachers, let us restate that the pool of available teachers is probably sufficient to deal with anticipated increases in demand until only about the 1990-91 school year. From then on, given no change in the numbers of students entering the education programs of British Columbia's universities, and assuming that class sizes will not increase, an annual shortage of about 1,800 teachers is expected in the public school system. We can therefore project that during the next ten years, almost 30,000 new teachers will be required in public school classrooms—a number which represents 105% of the total 1987-88 teaching force. Projections for the province's independent schools indicate the need for about 2,100 replacement teachers over the same period, assuming no growth in independent school enrolments will occur.

Throughout the twentieth century, recurrent shortages of qualified teachers in British Columbia and in other Canadian provinces have been addressed by out-of-province and out-of-country recruitment, issuing emergency teaching certificates, and reducing (or eliminating) standards for certification and entry into teaching. Decreasing entry standards or certification requirements represents an unsatisfactory alternative in the view of the Commission. It erodes the status of the teaching profession, undermines public confidence in the quality of the school system, shortchanges learners, and lessens the attractiveness of teaching as a profession.

Consideration could, of course, be given to reducing the demand for teachers through reducing levels of financial support for schools. Funding reductions directly or indirectly translate into increased class sizes and pupil-teacher ratios and, thus, the need for fewer teachers. As discussed later in this



chapter, numerous undesirable teaching and learning consequences are attendant with such action. Moreover, it is certainly not an option supported by parents or the public in the 1985 *Let's Talk About Schools* discussion or in submissions to this Commission. The Commission believes that the interests of learners, parents, and the public are not well served by compromising entry standards or by making classroom life more stressful for teachers and less productive for students.

To increase standards and teacher supply at the same time, three collaborative initiatives are required: (1) to undertake an aggressive recruitment campaign to attract into teaching larger numbers of young people of substantial intellectual accomplishment and personal commitment; (2) to establish rigorous entry standards into teaching (and for continuation in the profession); and (3) to improve the professional working environment of teachers.

Under the first of these three headings, we urge that any recruitment campaign address the question of teachers' professional status, more fully discussed in the next section of this chapter. About half of the teachers who responded to our surveys said that, given the opportunity, they would either surely or probably choose another occupation. This is not surprising, given the low esteem in which teaching is sometimes held, the increased social demands on teachers, recent increases in class sizes, insufficient preparation time to do a good job of teaching, and inadequate support services from other agencies—perhaps even from the school system itself. Each of these factors is discussed elsewhere in this report; together, they strongly suggest that certain changes must be made if British Columbia is to recruit and retain a contingent of capable and productive teachers.

The Commission recommends:

1. That the Ministry of Education, in cooperation with the major educational organizations of the province, initiate and maintain a program designed to raise the status of teaching as a career.

Our suggested initiatives require that the provincial government provide the three

universities with the means to educate the numbers and kinds of teachers necessary to meet school staffing needs in the next decade. Toward this end, a tri-university committee should be established in cooperation with the other major organizations in provincial education—the British Columbia Teachers' Federation, the British Columbia School Trustees Association, the Association of British Columbia School Superintendents, and the Ministry of Education. The Commission believes that the development of short-term and long-term plans to meet the anticipated demand for new teachers should be the first task for such a committee.

Even with such initiatives in place, it should not be taken for granted that sufficient numbers of students will enrol in education training programs. Several reasons for the non-attractiveness of teaching as a career were noted earlier. In addition, the responses of university students to the Commission's questionnaire suggest other reasons why teaching is not viewed positively by them under present conditions. First, almost 40% of the university students on general programs who responded perceived a lack of professional advancement opportunities. Second, about 25% of such students observed that teaching salaries are inadequate. And, third, about 20% of such students viewed job security in teaching as inadequate. Altogether, these responses suggest that attracting young people into teaching may prove extremely difficult without salary increases, better possibilities for professional advancement, and a more secure and stable professional atmosphere. Responsibility for addressing the issues lies first with the provincial government, as does responsibility for supporting the tri-university committee discussed earlier. Another important task for such a committee should be to develop specific recruitment strategies, possibly including scholarships or other forms of student support.

The Commission recommends:

2. That the provincial government provide the three public universities with the means to develop a co-ordinated provincial capacity to provide the numbers and kinds of teachers needed through the next decade. That a tri-university commit-



tee be established and supported by government, and charged with a responsibility, in cooperation with the British Columbia Teachers' Federation, British Columbia School Trustees Association, the Association of British Columbia School Superintendents, and the Ministry of Education, to develop plans for meeting this demand for additional teachers.

6.F.2 SELECTION

We have already discussed the fact that teaching is not viewed by some potential applicants as a high priority career choice for reasons related to salary, career advancement, and security. To this we might add another factor which has to do with the social status of teaching as a career and the turbulent provincial climate in which teachers have worked in recent years. Regardless of cause or justification, the teaching profession has been under steady criticism, often outright attack, from some quarters in British Columbia during the last decade. This situation is clearly not conducive to attracting entrants to the teaching force. If teachers are not respected and valued for what they do in provincial society in general, it will prove doubly difficult to attract able young people into its ranks. Perhaps a return to activities of earlier days, when 'future teacher clubs' were not uncommon in high schools, might be in order as a way to help restore the status of teachers. In addition, the teachers' professional organizations at provincial and local levels could do much to portray, through publicity as well as action, the hallmarks of a worthy profession.

The Commission might also point out that teaching, to date, has not achieved the status of an exclusive profession. Even in the best of times, teaching does not exhibit the occupational characteristics of the other professions: high entry standards, rigorous preparation, the possession of exclusive knowledge and attendant special skills, and clear marks of distinction between members and non-members of the profession.

One scholar observes, on the basis of extensive research into selection procedures for teaching, that "we are essentially without any reliable predictors of who will or will not be good teachers." Research and experience have generally established the need to inter-

view potential teacher candidates carefully. While reasonably reliable and valid procedures have been developed for doing so, interviewing is labour-intensive and often so costly that it has not been extensively used. University admissions committees, including those in British Columbia, rely almost exclusively on written records of scholarship, interest, and personality, although these are not reliable predictors of an individual's success in the classroom. Experience shows that, until a candidate is exposed to the realities of teaching and enjoys at least minimal academic understanding of the process, it is difficult to forecast success or failure. Such conditions underscore the necessity of exposing students to real teaching situations, as screening mechanisms, in as many stages of their program as possible.

Finally, the Commission wishes to emphasize that the government, the public, parents, students, and employers all share the responsibility to create a climate in which teaching is duly recognized, prized, and promoted. Commission surveys indicated that teachers in British Columbia feel that appropriate professional status is awarded to them by employers, parents, and students; that the general public is only moderately supportive of their efforts; and that the provincial government is generally non-supportive—in fact, only three per cent of teachers polled spoke favourably about the support they receive from senior government.

The Commission concludes that it is incumbent upon the government to address this problem. Perhaps provincial authorities might echo the Governor of the State of New Jersey, who recently stated, "Governors should lead the teacher recruitment efforts in their states personally, through public endorsements of the importance and benefits of teaching." We have recommended that the Ministry of Education, in cooperation with the major educational organizations of the province, initiate and maintain a program designed to raise the status of teaching as a career. Such a program should incorporate not only a public education campaign which focusses on teaching as an honourable profession, but also an initiative aimed at showing potential candidates the desirability of pursuing a teaching career. Although most of these candidates would be drawn from the ranks of



recent high school graduates, such activities should also be directed toward mature individuals who might contemplate career changes at later stages of their lives.

6.G TEACHER EDUCATION

Professional preparation for teachers may be appropriately divided into three segments: that taken formally at college or university before being certified to teach; that pursued on the job, and typically referred to as professional development activities; and that undertaken when teachers return to formal university programs for advanced and/or specialized education. The following discussion deals with the first of these: namely, those years spent in preparing to begin a teaching career—commonly referred to as pre-service education.

6.G.1 PRE-SERVICE TEACHER EDUCATION IN BRITISH COLUMBIA

The three public universities in British Columbia offer pre-service or teacher certification programs through their respective faculties of education. Preparation for both elementary and secondary teaching is provided through a variety of options. Each university's options for each level are outlined below.

1. Preparation for Teaching in Secondary Schools

All three universities in British Columbia presently require completion of a professional year of training and possession of a baccalaureate degree with one 'teachable' major subject area or two 'teachable' minor subject areas. Students satisfying these requirements are deemed qualified to receive a Professional Certificate. Programs at all three universities, as elsewhere in Canada, are designed to integrate learning theory with teaching practice. As well, the three faculties ensure that all professional, academic, and certification requirements are satisfied.

At *Simon Fraser University*, students may enter the professional year program upon completion of either a Bachelor's degree or a minimum of 106 credits. Students entering without a degree must complete degree requirements during the on-campus semester

of the three-semester Professional Development Program. Practical classroom experience is gained in one semester through blocks of in-school classroom teaching interspersed with on-campus workshops and instruction and in a second semester through a continuous practicum. During this second experience, students assume a greater responsibility for teaching and supervisory activities as the practicum proceeds.

At the *University of British Columbia*, the secondary teacher program has been recently revised. Students are now required to complete a baccalaureate degree prior to entry into a two-year professional development program. Successful completion of 12 months (three semesters) of study satisfies certification requirements; the university allows students to leave the program at that time. Completion of one additional term satisfies requirements for the Bachelor of Education degree. Practical experience is a component of the program during the first two terms—weekly half-day school visits and a two-week practicum during the first term, and a 13-week practicum (January to April) in the second term.

At the *University of Victoria*, there are two programs which qualify students for certification as secondary school teachers. The first program is a five-year program with an entry requirement of completion of one year of university (or equivalent). Classroom experience is a component in each of the last three years of the program—two weeks in each of years three and four, and a more extensive exposure in the fifth (professional) year. Requirements for practical experience in the professional year may be satisfied by one of three options—two six-week practica, a six-month internship, or a ten-month (full school year) internship.

The second program through which secondary school teaching certification may be obtained is a two-year program designed for students possessing a baccalaureate degree prior to entry. Completion of the first year of the program satisfies certification requirements. Completion of the second year qualifies a student for the Bachelor of Education degree. The options for satisfying the practical experience requirement are the same as those for five-year program students.



2. Preparation for Teaching in Elementary Schools

At *Simon Fraser University*, the program for training elementary school teachers parallels the secondary school program—a semester of integrated theory and practice, a semester of on-campus work, and a semester of full-time teaching. Simon Fraser will forward names to the College of Teachers for certification after successful completion of three years of academic study and the professional development program. Students who satisfy these requirements are therefore eligible for a Standard Certificate rather than the Professional Certificate awarded after completion of the Professional Development Program and four years of academic study. The other two universities require four years of academic study and completion of the professional program before names are forwarded for certification.

The *University of British Columbia* has recently revised its elementary teacher training programs. Students are now required to complete three years of academic study prior to entry into the professional development program. In the first year of the two-year professional program, students spend one half-day per week observing in classrooms and working as mentors and tutors with small groups of children. During the second term of that year, the weekly half-day visits continue and are supplemented with a two-week practicum. In the third term, students are placed in schools for 13 consecutive weeks. During the last five weeks of this practicum, they accept full teaching responsibilities. In the last or fourth term, students complete additional professional course work.

At the *University of Victoria*, program options available to individuals interested in elementary school teaching are similar to those available to students seeking secondary school qualifications. The five-year program incorporates school experience into the first, third, and fourth years—two weeks in each of the first and third years, and two six-week practica in the fourth year. Students are also given the opportunity to be more intensively involved in teaching and school life through participation in the six-month or full-year internship programs. In the two-year professional program for holders of baccalaureate

degrees, a two-week practicum is a requirement in the first year. Two six-week practica are built into the second year of the program and students again have internship options as described above.

A review of the various programs available at the three universities points to a growing emphasis on the need for breadth and depth of knowledge as pre-requisites for entry into professional development programs. Evidence also exists about the importance of extensive classroom experience as a major factor in the development of competent teachers.

6.G.2 INITIAL TEACHER EDUCATION: SCOPE AND BALANCE

In the professional literature, widespread agreement exists that teacher education programs should emphasize both academic study and the development of professional skills. If the academic component of the preparation program is weak, we will produce teachers who may be technically competent but suspect in their ability to guide the intellectual growth of their pupils. Similarly, the neglect of proper professional training will mean that individuals will enter classrooms without the practical skills needed to be effective in complex teaching situations. All too often, these individuals fail to acquire such skills on-the-job through supervised trial and error procedures. The balance of the two components in teacher preparation is essential in the view of this Commission.

The Commission also generally considered the length and scope of teacher preparation programs. Researchers informed us, and written submissions reaffirmed, that teachers need to possess a blend of academic substance, professional knowledge, cultural perceptiveness, human sensitivity, organizational ability, instructional capability, confidence, and self-awareness. These competencies, so critical to teachers in preparing the next generation of British Columbians, can only be developed in extensive, carefully co-ordinated university programs which reflect changing social developments and needs, new areas of research and scholarship, advances in pedagogical thought and practice, as well as students' abilities and aspirations. The Commission believes that the establishment of the



essential preparatory foundations for beginning teachers, as described above, should take at least five years; our recommendations in this area reflect that belief.

Although we stated earlier that we do not wish to identify specifically the elements of teacher education programs, we wish to alert the newly formed College of Teachers to a number of issues raised for our attention by the public and professionals, as well as by the Commission's own senior researchers. This list is not exhaustive, but it does represent some important and frequently stated concerns to teacher educators.

1. In earlier and later chapters of this report we note the multicultural aspects of British Columbia society and refer to the special problems faced by immigrant and First Nations Peoples. Our findings in these areas strongly suggest a need for teachers who understand and appreciate other cultures, traditions, and heritages, and who can guide young people toward similar understandings in a positive and tolerant manner. To the Commission, the implications of this are clear. Teacher preparation programs must place more emphasis on the 'foundations' of education. By this we mean study in educational history, philosophy, sociology, anthropology, and the politics of schooling. Without opportunity for such rich contextual study, prospective teachers will lack the ability to see their own educational challenges in proper perspective or to recognize the true scope and meaning of education in our lives. In fact, it could easily be argued that these 'foundations' areas should be 'foundational' to all aspects of professional preparation.

2. Suitable services for 'special needs children' was presented to the Commission as a major requirement. Although many of the responsibilities for services devolve upon professionals in other agencies, teachers will continue to play the most critical instructional role in these children's lives. Preparedness for this role, now common to a majority of classroom teachers, is considered essential.

3. The Common Curriculum proposed by the Commission has been influenced by the ability of elementary school teachers to integrate various subjects and units of

instruction. The Commission extends this challenge to teachers in Grades 8, 9, and 10, with all of its implications for those who are preparing to teach secondary school programs. Traditional single and double majors (in terms of disciplines) and singular, discrete instructional procedures, subject by subject, will require modification.

4. The recommended Common Curriculum calls for all learners to address a given core of subjects. If adopted, obvious adaptations would be necessary in preparing teachers to instruct such a curriculum from a predominantly generalist perspective. Such modifications would most likely be apparent with respect to French, music, dance, theatre, and lifespan education.

5. Many briefs emphasized the need for extended classroom experiences or practica for pre-service teacher education programs. Education students and beginning teachers acknowledge that these experiences are of high value. The Commission believes that the provision of an extended practicum or practica should be made mandatory as part of all five-year programs.

6. Commission recommendations for Grades 11 and 12 call for a variety of choices available to learners in venues other than schools. Many students will engage in a combination of work and school experiences, either in sequence or concurrently. This means that the average senior secondary school teacher will need more than a passing familiarity with the marketplace and the relationship of the school curriculum to the world of work.

The Commission recommends:

3. That all teachers be required to complete a minimum of five years of initial teacher education, to include an approved undergraduate degree.

4. That an extended practicum be required as a component of all initial teacher education programs.



6.G.3 INITIAL TEACHER EDUCATION: A SHARED RESPONSIBILITY

We now turn to the question of who is and who should be involved in teacher education. The typical response is a simple one: "faculties of education." That answer, however, fails to recognize the fact that, although the faculty of education's role is undeniably the most substantial, there are other major influences on teacher education that should be recognized.

First, prospective teachers come to teacher education with clear, if not always well articulated, views on teaching. These are derived in large part from the individual's own experiences in school. About one-sixth of the beginning teachers in the province who responded to the Commission's questionnaire indicated they had decided on teaching as a career in elementary school. By the completion of secondary school, four out of ten beginning teachers had already made teaching their career choice. Obviously, it is difficult to modify models of teaching ingrained over 12 years of school experience. Accordingly, we must recognize the great influence the practising profession itself has upon how future generations of teachers will teach, not to mention the power of the profession to attract teachers-to-be. Classroom teachers are, in effect, teaching future teachers how to teach. If a good model is provided, then the future of the profession is positively influenced. If, however, classroom teachers are providing inadequate role models, prospective teachers may either shun the profession or implicitly develop undesirable teaching practices.

Second, most Canadian teacher education programs include at least the option of a lengthy practicum, which this Commission sees as a mandated necessity. During these practica, classroom teachers are again the prime influence on the development of the student teacher. About three-quarters of the education students and two-thirds of beginning teachers reported that the opportunity to observe good teachers in action was available to them. In both groups, about 85% indicated that the support provided to them by such teachers was adequate. In short, the profession itself can and does have a direct influence on the formation of its new members through the activities of its practitioners.

This influence is unfortunately not well recognized in the formal structures for teacher preparation. The School Act stipulates that teachers must help with the education of new teachers; however, they receive virtually no recognition or credit for this role, even though responsibility for supervising a student teacher from day to day places an additional burden on the classroom teacher. It is not surprising, therefore, that some members of the profession view the presence of student teachers in their classroom as an intrusion and resist their placement fiercely. The result is often a less-than-profitable experience for all concerned. Since the practical experiences afforded student teachers are of such major importance, it is critical that clear criteria be established by which teachers are selected for their involvement in this vital professional service. Such criteria are presently not always in evidence. The three universities, in conjunction with the British Columbia Teachers' Federation and the College of Teachers, should initiate ways and means by which the role of practising teachers in training new colleagues during practica is formally articulated and rewarded.

Third, within the university, there are influences outside the faculty of education which bear on the development of the prospective teacher. Education students typically take more coursework in other faculties than they do in the faculty of education. Education programs are designed this way to ensure that prospective teachers graduate with a broad background in arts and sciences. Unfortunately, this sharing of students does not necessarily transfer to a family ownership of programs across the faculties of education, arts, and science. Faculties of education, according to one eminent Canadian educator, succeed in teacher education in spite of the university environment rather than because of it. The Commission, too, is struck with the narrow way in which the universities conceive of their responsibility for teacher preparation. Regrettably, with few exceptions, faculties of arts and science do not seem to recognize that they too are fundamentally involved in preparing teachers and that it is clearly in their own interest and in the interest of scholarship generally to take this responsibility more seriously.



This narrowness of vision has many undesirable consequences. Elementary teachers, in particular, find it difficult to design a program of studies which includes arts and science courses of sufficient variety and appropriate depth to prepare them for their roles in classrooms. Courses in faculties of science, for example, are designed for students wishing to major in science and tend to be specialized in nature. Emphasis within such courses is typically on technique rather than on broad concept formation. As a result, elementary teachers are virtually excluded from any university-level instruction in the sciences. It is simply impossible for them to meet degree requirements in all of the disciplines with which they should have a more than casual acquaintance. Faculties of arts and science, in fact, generally do not see themselves as instruments for the broad higher education of the general student body, including those who may wish to become teachers. A radical departure from current practice is thereby required to make the university environment more suitable for teacher preparation. The universities need to examine possibilities for ensuring closer cooperation among the faculties of arts, science, and education with the aim of discharging in more effective ways the overall responsibility of the university for teacher education.

The Commission recommends:

5. That the three universities, in conjunction with the British Columbia Teachers' Federation and the College of Teachers, further develop and extend ways and means by which the involvement of practising teachers in working with student teachers is more formally articulated and rewarded.

6. That the three universities develop on-campus procedures which ensure closer cooperation among the faculties of arts, science, and education in facilitating and discharging responsibilities for teacher education.

6.H TEACHER CERTIFICATION

Almost 200 submissions to the Commission addressed the topic of teacher certification; approximately two-thirds of these came from parents and the general public. Four questions emerged from our analysis of these submissions:

- (1) Who should be certificated and on what grounds?
- (2) Should competency testing be introduced for beginning teachers?
- (3) What should be the form and duration of certification?
- (4) What form of certification is appropriate for non-public school teachers?

6.H.1 BASES FOR TEACHER CERTIFICATION

In British Columbia, teachers are granted either a Standard Certificate, based on three years of teacher education, or a Professional Certificate, based on four or more years. Both certificates recognize the undertaking of a professional year, which must include practical experience in schools.

Apart from a few exceptions (some teachers are still certified by Letter of Permission), all teachers in the public school system must possess one or the other of these certificates.

Teachers in Group 2 independent schools (the only independent school teachers requiring certification) have more options for certification available to them. Many have qualified for, and possess, one of the two certificates noted above; others have either a permanent Independent School Certificate, a temporary (two-year) Independent Certificate, or a 'Permit to Teach.' Certifications are granted on the basis of various qualifications and experiences, such as previous teaching experience in public or non-public schools or the possession of a university degree and recognized competence in a particular area of expertise. The 'Permit to Teach' is regarded as a precursor to the attainment of the more permanent Independent Schools Certificate, provided other conditions are met. Teachers in the remaining non-public schools may or may not have some form of teacher certification.



Earlier in this chapter, the Commission recommended that initial certification be based upon a minimal five-year program which includes an undergraduate degree. The emphasis, in the following part of our discussion, is upon the need for suitable baccalaureate degrees. We approve of either the concurrent B.Ed. program, with its blend of academic disciplines and professional studies, or appropriate and sufficient professional preparation following the securing of a suitable first degree in a basic discipline. The latter option has an enhanced value when the original academic degree is designed with later teacher education in mind.

The requirement that all future teachers hold a suitable undergraduate degree implies that a Standard Certificate is not a sufficient qualification for teaching. Its issuance should therefore be discontinued and current holders of Standard Certificates should be encouraged to complete the requirements for a Professional Certificate. The Commission acknowledges that a requirement of this nature may cause difficulties for teachers in more remote areas of the province since readily available upgrading programs are typically lacking. It is therefore imperative that the universities be provided with the means to deliver degree-completion courses to those areas. In Chapter 8 of this report, we describe in greater detail some of the major problems that affect teachers and students in rural and isolated areas.

The matter of program content for prospective teachers has been referred to earlier in this report. It is an important topic and one that greatly interests the general public, parents, and teachers. Not surprisingly, submissions from various interest groups contain suggestions commensurate with the objectives and philosophies of these groups. Our position, stated earlier in this report and repeated here, is that the question of how certain knowledge and particular skills are instilled in prospective teachers is best answered by the universities. However, the content of the preparation programs offered by the universities should reflect generally the educational objectives seen to be important in the educational community at large. In that regard, for example, various submissions have called for greater attention to be given to special education, fine arts, English as a

Second Language, multiculturalism, technology, and counselling. In addition, a number of briefs supported the already established trend extending the classroom experience component of teacher education.

From the Commission's perspective, it would be impossible for any institution to provide prospective teachers with all the areas of content or competencies called for in the submissions. Moreover, some distinction should be made between what a novice teacher must know and be able to do and what an experienced teacher might be expected to demonstrate. The Commission believes that the profession must make this distinction and convey its position to the universities. Otherwise, demands on the pre-service program will without question exceed not only the time available, but also student abilities. Initial teacher education, we feel, should be limited to those elements considered basic to classroom teaching. Specialization in fields such as counselling and learning assistance should occur subsequently as the young teacher grows from novice to practitioner.

The Commission recommends:

7. That the province cease awarding the Standard Certificate and that current holders of that credential be urged to complete degree requirements. Further, that the universities be provided with the means to deliver such degree-completion courses to all areas of the province.

6.H.2 COMPETENCY TESTING FOR BEGINNING TEACHERS

Presently, teachers in British Columbia are certified by the College of Teachers when the universities advise that the province's certification requirements have been satisfactorily met and that the candidate is ready for formal entry to the profession. A number of submissions received by the Commission suggested that certification depend upon passing specific competency tests imposed by the College of Teachers. One submission, for example, held: "All entrants to the teaching profession should take a Standard Aptitude Test (SAT) and be required to score as high as lawyers, as well as a test in written and oral English."



In the United States, the use of teacher competence tests has been promoted strongly as an additional element in the requirements for teacher certification. As of April, 1987, all but two states either had in place, or planned to introduce, testing programs which aimed at the assessment of basic skills, professional knowledge, or command of subject matter. In a vast majority of cases, these programs are quite new and have yet to be evaluated for their effectiveness. One penetrating 1984 review of teacher competency testing underscores this lack of evidence:

In summary, while raising admission standards to teacher education and testing teachers' knowledge prior to their certification are among the most widely proposed reforms on the nation's school reform agenda, there is little evidence that conventional ways of screening—except, perhaps, tests of teachers' verbal ability—have predictable results. There is simply no way to know what minimal standards for admission, either to the college [of teacher education] or to the teaching profession, would result in denying access to persons who would not be successful teachers.

Three years after the above review, the research arm of the United States Department of Education added "many current certification testing programs...do not provide adequate standards, and hence, cannot live up to expectations."

Among the difficulties plaguing current competence tests for teachers is the inability of such tests to measure the skills needed to teach students at different ages and with different backgrounds. Coupled with the fact that the tests do not capture the extent to which a teacher is motivated to teach, this failure provides substantial argument against the use of such tests unless they can be radically improved. In view of the fact that most prospective Canadian teachers possess a higher level of general education than their American counterparts, that British Columbia has only three teacher education institutions (compared to much larger numbers of institutions in most states), and that faith in paper-and-pencil measurement of complex skills is less strongly held in Canada than in the United States, teacher certification in this province should continue to be based on

evidence of program completion at an accredited Canadian university. Efforts to add teacher competency tests to the certification process should be strongly resisted.

6.H.3 THE FORM AND DURATION OF TEACHER CERTIFICATION

Two issues of importance may be found in the professional literature concerning the form and duration of teacher certification. These two issues were also manifest in the analysis of submissions to the Commission: the first is whether certification should be temporary or permanent; the second is whether certificates should be general or endorsed for a particular subject or grade level.

6.H.3.A TEMPORARY OR PERMANENT CERTIFICATION

This issue has two facets. First, there is consideration of the status of the certificate issued at the time of official entry to teaching. Second, the question may be raised as to whether a certificate, once accorded on any 'permanent' basis, should remain valid forever or be made subject to renewal under prescribed circumstances.

In Canada, five provinces provide permanent certificates upon initial certification: British Columbia, Manitoba, Saskatchewan, Ontario, and New Brunswick. The other provinces require two years of successful teaching before an initial interim certificate is replaced by a permanent certificate. It should be noted that, although Ontario issues a permanent certificate, it amounts to a provincial licence to teach, in that length of service and tenure are determined by collective agreement between school boards and teachers.

In British Columbia, the Gallup survey which formed part of the *Let's Talk About Schools* report indicated that both the public and the teaching force favoured renewable certificates. Only 14% of the general public and, somewhat surprisingly, only 38% of the teaching force favoured certification for life. In contrast, 84% of the public and 58% of the teachers thought that teachers should renew their certificates after a specific period of time. The remainder of each group were undecided or had no opinion.

In most instances, the value of renewable certificates lies in the perceived ability of the



employer to remove inadequate teachers and to provide a stimulus for teachers to engage in professional self-renewal. Perceived benefits such as these, however, are likely more illusory than real. It is quite apparent that teachers are concerned about professional development, self-renewal, and upgrading. As far as removing inadequate teachers is concerned, when this province did require a two-year probationary period before granting permanent certification, non-renewal at the end of the interim period was a rare event.

The Commission firmly believes that systems must be in place to allow for the removal of inadequate teachers, but we separate this function from continuing certification. The former is the management prerogative of the employer; the latter is a professional initiative monitored by the province. One mark of true professionalism is self-regulation. Teachers have a vested interest in maintaining the standards of practice in their field. They have expressed positive attitudes toward renewable, as opposed to life, certification; and it is perhaps true that periodic renewal of certificates as a measure of internal regulation would reaffirm teachers' commitment to professionalism and, perhaps, also result in increased public confidence and status afforded to the profession. The College of Teachers should therefore establish requirements for certification renewal (including length of time between renewals) which are formulated in a way which maximizes the individual teacher's choice with respect to how those requirements might be satisfied. It should be noted that such requirements should be professional rather than bureaucratic in nature.

The Commission recommends:

8. That the College of Teachers establish the requirements and frequency for the renewal of teachers' certificates.

6.H.3.B ENDORSED CERTIFICATES

The second issue relates to the desirability of endorsing a teacher's certificate to make it valid only for certain grades or subjects. In Canada, few provinces use any form of endorsement, primarily for two reasons: the difficulty of deciding which specific experiences, courses, and degree qualify a person to teach a given subject at a given level; and

the even greater difficulty of enabling any but the largest secondary schools to staff all courses/levels with 'qualified' (endorsed) teachers.

The Commission's position holds that, although parents and the public have a right to expect that people teaching in classrooms are qualified to be there, endorsement of certificates results in an unnecessarily rigid classification of teachers as 'qualified' or 'unqualified' for particular assignments. University transcripts provide a sufficiently detailed record of studies which can easily be used by local administrative personnel to help determine who is the best applicant for a particular teaching need. Local school administrators are clearly in the best position to make selection and assignment decisions.

6.H.4 CERTIFICATION OF NON-PUBLIC SCHOOL PERSONNEL

Public concern about teacher qualifications and certification reflects a desire to employ only credentialed professionals to assist in educating the young. Of course, a balance should be maintained between the right of a family to choose for its children a particular course of educational activity and the need of society in general to ensure that its citizens grow up bound by some common values, behaviours, and bodies of knowledge. Some may debate whether or not teachers who will pursue careers in non-public schools should receive their teacher education at public universities, but little justification exists to argue that different standards are acceptable for teachers in non-public as opposed to public schools. Any such discounting of standards runs counter to the basic premise that the province should assure certain basic standards of training for teachers. The Commission, therefore, believes that the current Independent School Certificate should be phased out, and that teachers in non-public schools should be required to meet the general certification criteria in force for teachers in public schools.

The Commission recommends:

9. That teachers in non-public schools be required to meet the same general certification criteria in force for public school



teachers, and that any other credentials permitting them to teach in those schools be issued on a temporary basis and for a fixed term.

6.I INDUCTION OF FIRST-YEAR TEACHERS

First-year teachers, we have learned, generally feel prepared for classroom life. Almost all the education students who responded to our questionnaire expressed confidence in their ability to teach. As in the case of most young teachers, confidence is usually accompanied by eagerness, idealism, and positive anticipation of good experiences in the year ahead. Unfortunately, these qualities sometimes prove inadequate if novice teachers are placed in difficult teaching situations which require no less than the experience and skill of mature professionals.

Beginning teachers are too often faced with unreasonable teaching assignments (excessive numbers of class preparations, disruptive classes, courses outside their area of immediate expertise, and heavy extracurricular demands, for example). In addition, they may lack ready access to instant and expert advice on many problems they encounter during their first few years. In such circumstances, initial enthusiasm wanes, inadequate (and sometimes inappropriate) coping mechanisms are learned, and easy, manageable routines are substituted for more valid instructional practices.

Research shows that beginning teachers leave the profession in large numbers; in the United States, approximately 15% of first-year teachers abandon their profession. This attrition represents a massive waste of human and financial resources. Results of the Commission's 'beginning teacher' survey do not allow for the easy response that "things are different here." While only one per cent of beginning teachers indicated that they wanted to leave teaching as soon as possible, an additional 12% responded that they would leave the minute that something better became available. If these figures are not sufficient to cause alarm, a startling 51% of the respondents had not decided how long they wanted to stay in the profession. Research strongly suggests that part of the reason for this apparent lack of commitment to the profession is teacher misassignment. School administrators have a special and, admittedly, difficult responsi-

bility to ensure that veteran rather than novice teachers receive the most challenging assignments and that beginning teachers receive additional support during the first few critical years.

Besides misassignment, of course, other factors serve to increase classroom stress and make the task of the beginning teacher more difficult. The beginning teachers who were surveyed identified five major sources of teacher stress and anxiety: class size (identified by 61%), poor student behaviour (46%), limited equipment and supplies (24%), demands of special needs students (24%), and 'political' problems (30%). All but the last of these factors seems amenable to remediation—perhaps not for the entire teaching force, but almost certainly for the beginning teacher. Such remedial actions may come in part at the cost of the more experienced teacher; however, established teachers should be more able to cope in that regard. It is imperative, the Commission believes, that beginning teachers do not become disillusioned with the profession before they have had a reasonable chance to evaluate it fairly.

To ease the beginning teacher's entry into the rigours of classroom life, induction programs are often suggested as a means of providing novitiates with additional support. Often, though, induction programs consist of welcoming speeches by the superintendent of schools and the local teachers' association president; this approach provides little, if any, real assistance. Of the beginning teachers who responded to our questionnaire, only 43% agreed that their initial entry into the profession reflected adequate teacher orientation and induction programs.

There is no way to circumvent the fact that successful induction programs require the application of both human and financial resources. To begin with, the induction of beginning teachers necessitates the involvement of more experienced teachers—as mentors, counsellors, and formative evaluators. Sound induction programs also require some modification of teaching assignments for beginning teachers. If beginning teachers are to grow into full professional maturity, they require assistance. This assistance should minimally be in the form of special support services and a carefully designed minimal teaching assignment for their first year in schools. In keeping with the Commission's overall desire to enhance local choice and decision making, details of induction programs should be developed by the local school board and teachers' association.



The Commission recommends:

10. That district-based induction programs be established cooperatively by school districts and teachers, and that they be characterized by special support services and carefully designed teaching assignments during the first year of induction.

6.J LIFELONG LEARNING FOR TEACHERS

Mastery in teaching requires the continual accumulation of new knowledge and skills. Quality teaching can be ensured only when teachers see themselves as lifelong learners. That requirement or (less rigidly) the expectation that teachers should be lifelong learners is realistic only if accompanied by certain support structures. Professional development is essential to the maintenance and growth of quality in teachers; they must be supported in professional development activities. The importance of continued growth for teachers is not lost on parents and the general public, as revealed in their submissions to the Commission.

Continued professional development takes many forms. One is represented by a return to the university environment; independent reading and study, district professional development initiatives, and distance education courses are other possibilities. In general, increased mastery of instructional technique is the most common objective of current professional development. Work undertaken regularly by classroom teachers in this area includes studying new materials, new approaches to teaching and classroom management, and new educational ideologies. Unfortunately, much of the inservice education currently provided allows little or no opportunity for clinical, 'hands-on' experience. In that sense, what presently passes for professional development is often illustrative of the kind of teaching that good teachers would reject as incomplete and ineffective. Practising teachers clearly need more time and opportunity to see new techniques, investigate their value, and apply them if they show promise. In addition, professional development programs must not only provide opportunities for clinical professional development, but must also be structured to reflect the best of what we know about teaching and learning.

It is evident to the Commission and, indeed, to any one who has looked at the teaching profession, that teachers see classroom matters as extremely important. When asked to identify their most important professional development needs, practising teachers provided specific responses. In order of frequency, they called for help regarding: (1) implementing new curriculum; (2) improving teaching design; (3) motivating student learning; (4) improving classroom management; (5) enhancing professional status; and (6) working with special needs children.

At present, legislative provision allows teachers to use five days during the school year for their professional development. The Commission questions the adequacy of this allowance. This period for professional enhancement is too brief and the types of activities in which teachers can become engaged during this time are of questionable value. The Commission believes that all parties concerned with the quality of the teaching-learning situation, and primarily the strength of the profession itself, should consider new and creative educational opportunities in the continuing professional development of teachers.

Finally, we observe that opportunities for professional development vary widely across British Columbia. In many interior and northern communities, access to professional development programs is extremely limited, as well as expensive. Because these areas often face the greatest difficulty in attracting and retaining high quality teachers, special measures must be taken to improve the availability of such programs in these regions. Summer study bursaries to alleviate university summer school study costs, travel grants to enable attendance at out-of-district inservice programs, increased funding of professional libraries, support for training institutions which provide inservice activities to remote areas, and the establishment of regional professional development centres are all measures which could and should be implemented to improve professional development opportunities for teachers in remote communities.

The Commission recommends:

11. That the British Columbia Teachers' Federation initiate relevant programs of professional development aimed at improving classroom instruction. That the funding formula of the Ministry of Education provide the means for school boards, in negotiation



with teachers, to develop creative ways to make regular, extended periods of time available for such professional development.

12. That special measures be taken to improve the availability of professional development programs in rural areas of the province, including consideration of summer study bursaries, travel grants, increased funding for professional libraries, support for university inservice activities in remote areas, and the establishment of regional professional development centres.

6.K TEACHERS' WORK ENVIRONMENT

Teaching is demanding work. Apart from the day-to-day rigours of classroom life—the management and direction of 20 or 30 or 40 students at a time—there are also a number of other factors which teachers find stressful in their work environment and which weaken professional enthusiasm. This section of the discussion focusses on reasons for these attitudinal characteristics and on ways in which teachers' problems at work might be overcome.

Public and non-public school teachers share similar concerns with their work environment. The differences that exist between them tend to be in degree, not in kind. Analysis of the teacher questionnaire data and the written submissions revealed that the anxiety experienced by teachers could be traced to such things as inadequate preparation time, low community status, inadequate advancement opportunities, lack of support staff, insufficient salary levels, classroom stress, increased societal demands, bigger classes, and integration of special needs students. Beginning teachers, as we noted earlier, face additional stress in dealing with classroom management/discipline matters and inappropriate assignments. Despite such obstacles to positive motivation and professional self-fulfilment, about three-quarters of those who responded to the Commission's teacher questionnaire indicated overall satisfaction with teaching. Given the apparent need for change in the working environment of classroom teachers, this affirmation of satisfaction is clearly a tribute to their tenacity and dedication.

6.K.1 TEACHER SUGGESTIONS FOR CHANGE

The analysis of submissions from individual teachers and teacher groups, plus the results of the practising teacher questionnaire, clearly identified aspects of the working environment where teachers most desired change. In view of earlier discussion in this report, it is not surprising that the five most frequently identified changes they seek are: reduced class sizes; better classroom support services (additional teacher aides, larger library allocations, expanded counselling services); more time for planning and preparation; improved status within the community; and increased professional development opportunities.

These suggestions for change deserve serious consideration. It should be noted also that many submissions from parents and the general public also supported these and other changes. Clearly, the motivational needs of teachers must be addressed if we wish to encourage excellence in teaching and learning in provincial schools. To ignore teachers' suggestions is to be insensitive to the realities they face daily. It is also to ignore the findings of decades of research, perhaps best summed up recently in the following statement by two scholars:

The empowerment and renewal of teachers is the key to the improvement of the schools—through the decisions that teachers make about persons, about the events in the classroom setting, about themselves as members of a larger profession, and about themselves as professional persons.

Finally, we might add, considerable evidence shows that individuals who choose to teach are among the most idealistic members of the community. It would be unfortunate, we believe, if the ideals which teachers bring to their work are 'compromised' and denigrated by the refusal of provincial society to consider their personal and professional needs. In the final analysis, the effectiveness or ineffectiveness of schools is largely dependent on the skills and commitment of the system's teachers.



6.K.1.A CLASS SIZE

Each period of each school day, a typical classroom teacher meets with 25 to 35 students. During each class, teachers ask questions, respond to student questions, lecture, direct group and individual activities, check homework, discipline unruly students, change from one activity to another, and engage in a host of other endeavours designed to enhance the learning situation. Teachers have thousands of important encounters with students every school day. During these encounters, teachers must continuously seek and apply ways to adjust to the conflict between their responsibility to instruct an entire class and their need to be aware of the personal needs of individual students.

It is not surprising that teachers prefer smaller classes. Nor is it surprising that teachers cite increases in class size as the most formidable obstacle to effective teaching and learning, and reductions in class size as the most desired change in their work environment. For beginning teachers especially, class size is by far the most significant source of stress (identified by 61.4% of beginning teachers) and the feature of their work for which they feel the least prepared.

There are two quite separate aspects to the matter of class size. The first is the research issue and involves questions about the degree to which teachers' faith in the positive benefits of smaller class sizes can be empirically demonstrated. The second is the policy issue and involves the extent to which the considerable costs of additional teachers and classrooms associated with class size reductions are justified by the effects.

After four decades of investigation, research findings on the effects of class size on student achievement are largely contradictory and inconclusive. The lack of definitive answers regarding class size effect is largely due to differences in the operational meanings of 'small' and 'large,' the inaccuracies and varieties of the achievement measures used, and a host of uncontrolled and unknown variables which affect achievement and, therefore, confound the interpretation of research results. For example, student achievement can be positively affected when: (1) a school staff believes all students can achieve and works collaboratively to see that they do; (2) the environment in the school

supports and complements the efforts of classroom teachers; (3) school structures provide for meaningful and collaborative teacher participation in decision making about programs and priorities; (4) classroom teaching is diagnostic in character, in that it identifies individual student requirements, tailors teaching methods to student readiness, monitors student progress, and provides specific and frequent feedback to students; (5) adequate resources—including instructional materials, and para-professional and specialized support services—are made available to classroom teachers; and (6) teachers are prepared to modify their methods to take full educational advantage of smaller classes or whatever forms of support exist.

It cannot be argued that smaller classes, by themselves, have a decisive impact on the quality of the learning environment. Rather, it is the opportunity that smaller classes afford teachers for more varied instructional techniques and for more individualized and small group instruction that matters. These aspects, coupled with the factors delineated above, help constitute the machinery for achieving the promise that smaller classes have for increased student achievement. Conversely, large classes make it more difficult to increase the quality and significance of instruction.

Submissions to the Commission generally supported the notion that small classes improve the quality of classroom life for teachers and students alike. In short, there appears to be general acceptance of the belief that small classes are advantageous despite the overall inconclusiveness of class size research. Where disagreement is evident, however, is in regard to the jurisdictional aspect of class size. Teachers' associations seek to apply class size prescriptions through formula, a position embodied in the British Columbia Teachers' Federation policies on class sizes and staffing allocations. Such formulas effectively seek to place control of the class size issue within professional jurisdiction. School boards, however, while appearing sympathetic to smaller classes, view formulas establishing class size maximums as inflexible. In addition, boards resist providing teacher associations with what trustees see as inordinate control over district educational policy-making and school management. Further, school boards are naturally concerned about the costs for the



additional teachers and facilities likely to be incurred under class size formulas.

In sum, the position taken by this Commission is that students at different levels of personal and intellectual development require different learning conditions for the realization of desired levels of progress, growth, and achievement, and that class size is one important and critical factor to be considered in this regard. Small classes have the potential to offer better opportunities for teaching and learning. However, since schools differ in terms of the needs of their teachers and students, and since class size is so inexorably related to other school and classroom factors influencing achievement, rigid formulas dictating maximum class sizes are no guarantee of improved achievement. Class sizes are best established at the school level, on a case-by-case basis, and with meaningful participation by classroom teachers. That is not to say that general guidelines at the district or provincial level are unnecessary. Rather, lack of rigidity allows for an essential degree of individual school autonomy in organizing the school for instruction.

6.L TEACHER COMPENSATION

Shortly after this Commission was established, the two statutory enactments referred to in this section and in the remaining sections of this chapter—the *Industrial Relations Act* and the *Teaching Profession Act*—received final approval by the provincial legislature. During and beyond the first half of the Commission's tenure, the organizational and procedural intentions of these Acts, commonly referred to as Bills 19 and 20, were initiated.

Despite calls in early submissions to the Commission to review these statutes, we have refrained from such analyses and judgements. We believe that we would only add fuel to an already bi-partisan, volatile fire of opposing political interest. As well, we realized how very difficult it would be to secure objective input from those promoting or responding negatively to the bills. Furthermore, the meaning and impact upon schools and learners may not be known for many years, and we felt inadequate in trying to forecast such consequences. What we provide in the remaining sections of this chapter is a brief

summary of the legislation as it pertains to teachers and elements of their working conditions and to their professional organization.

6.L.1 LEGAL FRAMEWORK

Historically, teachers in British Columbia have been treated differently from other provincial employees in that they have not been subject to the labour legislation in effect for other public employees. Instead, the terms and conditions of employment for teachers have been governed by specific regulations found in the *School Act*. At first, the *School Act* permitted school boards to establish, unilaterally, the salary levels of teachers employed in their school districts. However, as early as 1922, the *Act* also provided for a system of arbitration to settle salary disputes. Local teachers' associations have therefore had a long history of negotiating with school boards on salaries and entering into a system of binding third-party arbitration in instances where no agreement could be reached.

Until the *Industrial Relations Act* and the *Teaching Profession Act* were passed in 1987, the basic system of negotiation followed by arbitration had remained the means of settling teacher salaries for more than half a century. Under the terms of the new legislation, however, arbitration moved from being an optional means of settling salary disputes to a process made mandatory at the instigation of either the school board or the local teachers' association. Further, the legislation subsequently introduced a three-phase system of negotiation, conciliation, and arbitration, and expanded the scope of collective bargaining to include 'bonuses' as well as salaries.

Prior to the advent of the Compensation Stabilization Program in 1982, some arbitrators sought to give guidance to the negotiating parties by establishing criteria utilized in other public sector arbitrations. However, because the criteria were not established by legislation, they were not consistently applied. For example, some arbitration boards determined that settlements in the private sector had more significance than settlements in other school districts. Other arbitration boards found that comparative school district settlements were the best evidence of what constituted an appropriate salary award for teachers.



Despite such traditional problems with negotiation and arbitration, teachers were generally happy with the system of establishing salaries and bonuses, if for no other reason than that their settlements typically kept pace with those in the public and private sectors.

When the system of wage controls known as the Compensation Stabilization Program was introduced by the provincial government in 1982, this program was explained as a temporary measure to alleviate an economic downturn in the provincial economy; it was to be applied to all employees in the public sector, including teachers. There were two aspects to the Compensation Stabilization Program—one voluntary, one mandatory. The voluntary aspect was known as the 'Guidelines' and allowed parties subject to the legislation to negotiate a compensation plan within guidelines established by the Compensation Stabilization Commissioner. The second aspect, known as the 'Regulations,' was mandatory in that it empowered the Commissioner to determine the terms of the compensation plan between parties if they failed to reach agreement within the Guidelines. The Regulations were never used by the Commissioner.

As initially introduced, the Compensation Stabilization Program established a maximum allowable wage increase. This was later modified so that the employer's 'ability to pay' was required to be the paramount consideration used by the parties, or by any arbitration board acting in place of the parties, in determining whether there should be any increase in compensation. If the employer was unable to pay, the allowable increase was determined by comparison with other settlements in the provincial public sector. Thus, although legislation made no provision for maximum increases in compensation, in practical terms the parties would settle within the level the Commissioner determined to exist in the public sector. In effect, the Compensation Stabilization Program restricted teachers in the collective bargaining process and also restricted the role of salary arbitration boards in determining salaries and bonuses paid to teachers.

The limitation thereby imposed on salary arbitration boards was particularly pronounced as a result of a coincidental change

in the system for financing provincial schools. At the same time the government introduced the Compensation Stabilization Program, it also introduced the *Education Interim Finance Act*. The *Act* removed the authority of local boards to tax residential and non-residential property and made board funding dependent on a system of government grants. These grants significantly reduced the level of funding previously available for educational programs and services. Moreover, the provincial government's funding formula did not account for salary increases. Consequently, when school boards came before salary arbitration boards they argued that they did not have the ability to pay. This meant that salary arbitration boards were left with the unenviable task of either informing school boards they were required to find monies needed for salary increases in some other program or service area, or informing teachers that school boards had, indeed, demonstrated an inability to support any increases and therefore no increases could be awarded.

In several such instances, a clear sense of frustration was evident on the part of the arbitration boards. Generally, the salary arbitration boards resented the role the government had cast for them—in effect, they were expected to perform the same role as the Commissioner in that they were obliged to determine whether a school board had the ability to pay and, if so, to what extent. In addition, arbitration board awards were still subject to scrutiny by the Commissioner; if, for example, an increase to the compensation plan was awarded which was in excess of what the Commissioner decided was allowable, the matter would be sent back to the salary arbitration board for recalculation. Salary arbitration boards, therefore, had no final power to determine salaries and bonuses; they were perceived by both parties as an unnecessary and additional expense.

The provincial government introduced a Bill in 1986 to amend the *Education (Interim) Finance Act* which restored school board authority to tax residential property. School boards, however, were not granted the power to tax non-residential property as they had in the past. They remained largely dependent on the government grants system and these grants made scant provision for salary increases. The government effectively



said to school boards that, if they wished to grant salary increases to teachers, they would have to increase taxes on residential property.

With the advent of the *Industrial Relations Act* and the *Teaching Profession Act*, the structure for establishing teacher compensation was rationalized and legitimized. The *Industrial Relations Act* provided teachers with three alternative mechanisms for establishing the terms and conditions of their employment:

- (1) *Teachers may individually negotiate the terms and conditions of their employment;*
- (2) *Teachers may negotiate through a teacher association which must represent a majority of the teachers in the school district but which is not certified under the Industrial Relations Act; or*
- (3) *Teachers may negotiate through teacher unions certified under the Industrial Relations Act as the exclusive bargaining agent for the teachers in the school district.*

The majority of teachers in all school districts in the province have recently elected to negotiate through teacher unions, though they are still called teacher associations. While individual bargaining is provided for in the legislation, it is not a viable alternative given the history of teacher collective bargaining in British Columbia. However, collective bargaining through a teacher association (non-certified) could have been a viable alternative to teacher unions had the legislation provided a mandatory mechanism for resolving collective bargaining disputes (that is, interest arbitration) and not limited the matters which could be resolved through the voluntary interest arbitration process (that is, to salary and bonus matters). These two aspects, one of omission and one of limitation, effectively prevented any collective bargaining mechanism other than teacher unions.

Teachers, thus, are now viewed as 'employees' under the *Industrial Relations Act*. They are, therefore, entitled to engage in collective bargaining, to enter into a collective agreement, to strike, and to all of the other rights granted to employees and their certified bargaining agents under that Act. School boards are also subject to the

Industrial Relations Act and have the rights and duties of other employers under the Act—including both the right to bargain collectively through an employers' organization and the right to lock out.

6.L.2 THE STRUCTURE OF TEACHER COMPENSATION

Salary schedules negotiated in the past have been based upon two factors: level of certification (years of university education) and seniority (years of teaching experience). A blend of these two factors will likely remain the basis for the structure of future salary settlements. Prior to the passage of the *Teaching Profession Act*, allowances in addition to the basic salary schedule were negotiated for positions of additional responsibility or leadership, such as principals, vice-principals, consultants, co-ordinators, and secondary school department heads. These additional allowances were, for principals and vice-principals, usually tied to school size and were typically calculated as a percentage of the final step of the basic salary schedule. Allowances for other positions of leadership such as consultant, co-ordinator, and department head were normally a percentage of the final step on the basic salary schedule.

With the passage of the *Teaching Profession Act*, principals, vice-principals, and directors of the instruction were, effective January 1, 1988, designated as 'Administrative Officers' and excluded from the teacher bargaining unit. Their terms and conditions of employment were no longer collectively negotiated but established through individual contracts with school boards. In some districts, positions like co-ordinator, or supervisor of instruction, were also designated 'Administrative Officer' positions and excluded from collective bargaining.

Two characteristics of the current teacher compensation structure warrant mention. First, the present compensation structure is highly compressed. The salary difference between an inexperienced (beginning), minimally certificated teacher and a more highly certificated, fully experienced (12 or more years) teacher is small—typically the salary of a highly qualified senior teacher is no larger than two-and-one-half times that of the minimally qualified beginner. In effect, all salary



gains exclusive of collectively negotiated increases are achieved in the first 12 years. In real terms, teachers therefore 'top out' in their mid-30s, with little or no prospect of salary growth beyond that point in their lives. To move up in terms of salary, the teacher is required to move out of the classroom to an administrative position such as principal or vice-principal.

A second characteristic of the present financial structure for teachers is that the level of salary does not differentiate between that awarded a gifted teacher and that afforded a mediocre or marginal teacher of equivalent certification and seniority. This aspect of teacher compensation drew some attention in submissions to the Commission, often accompanied by some reference to merit pay or performance bonuses. These considerations are discussed in the following section.

6.L.3 MERIT PAY

The call for higher teacher salaries cannot easily be dismissed on the grounds that the public considers teachers to be overpaid; at least, this was not evident in submissions to the Commission. On the contrary, a number of submissions, not only from teachers, but also from parents, the public, and various interest groups, suggested that teachers deserve larger salaries. No compelling research evidence, however, exists for the provision of additional remuneration in the form of merit pay, although this notion was mentioned in some submissions. Nor does substantial argument exist for concluding that performance-based bonuses positively influence the ability of the profession to attract new teachers, the enthusiasm and dedication of practising teachers, or the motivation of teachers to greater effort and performance. In fact, with merit pay, the morale of unrewarded teachers tends to decline with a corresponding negative influence on staff relationships. In addition, principals, concerned with using performance appraisals as a vehicle for professional growth, might well become reluctant to enter appraisal situations where the results directly influence teacher salaries. Finally, the profession itself does not appear to be in favour of merit pay—only one practising public school teacher in four supports the idea by our estimation. The quality of education,

the Commission believes, is best served by collaboration and cooperation among members of the profession, and by provision of peer support and assistance rather than competition for monetary rewards.

6.M TEACHER COMPETENCE

In the early years of public education, teachers were subject to an array of arbitrary and capricious reasons for dismissal. Not surprisingly, teachers, along with other public employees, sought protections against abuses. As such protections came into place, usually through legislation, court rulings, and arbitration, the balance between a teacher's rights to protection from unfair dismissal and the employer's responsibility to manage school district affairs in the public interest became a subject of controversy. Like most controversies in education, the issue of teacher security versus the public interest is highly complex.

Both school boards and teachers are sensitive to allegations that school boards and the profession fail to identify and remove incompetent teachers from the system. School boards cite burdensome and strict procedural requirements and the high costs associated with the appeal of dismissal actions as formidable obstacles to dismissing incompetent teachers. Teachers' associations, on the other hand, argue that procedural protections against dismissal exist not to protect incompetent teachers but to prevent school boards from firing teachers for less-than-valid reasons. The associations argue that, if incompetent teachers continue to be employed, the fault lies not with teachers but with school board hiring and induction practices, failure to provide sufficient instructional support, and/or failure to ensure adequate documentation of teacher incompetence.

The documentation of incompetence is not a simple undertaking, however. Incompetence is a concept with imprecise technical meaning. Only two states in the United States have defined or attempted to define incompetence or competence; no provincial legislature in Canada has yet approached the task. In the absence of legislative guidance, courts and arbitrators have shown little inclination to define the criteria and standards by which incompetence can be judged.



With the passage of the *Industrial Relations Act* and the *Teaching Profession Act*, teachers' associations in British Columbia are now certified as trade unions. The *Industrial Relations Act* also contains provisions for governing employment conditions for teachers unless the *School Act* specifies otherwise. Section 93 of the *Industrial Relations Act* specifies that:

(1) Every collective agreement shall contain a provision governing dismissal or discipline of an employee bound by the agreement, and that or another provision shall require that the employer have a just and reasonable cause for dismissal or discipline of an employee; but this section shall not prohibit the parties to a collective agreement from including in it a different provision for employment of certain employees on a probationary basis.

(2) Every collective agreement shall contain a provision for final and conclusive settlement without stoppage of work, by arbitration or another method agreed to by the parties, of all disputes between the persons bound by the agreement respecting its interpretation, application, operation or alleged violation, including a question as to whether a matter is arbitrable.

(3) Where a collective agreement does not contain a provision referred to in subsection (1) and (2), it is deemed to contain those of the following provisions it does not contain:

(a) the employer shall not dismiss or discipline an employee bound by this agreement except for just and reasonable cause;

(b) where a difference arises between the parties relating to the dismissal or discipline of an employee, or to the interpretation, application or alleged violation of this agreement, including a question as to whether a matter is arbitrable, either of the parties, without stoppage of work, may, after exhausting any grievance procedure established by this agreement, notify the other party in writing of its desire to submit the difference to arbitration, and the parties shall agree on a single arbitrator, the arbitrator shall hear and determine the difference and issue a decision, which is final and binding on the parties and any person affected by it.

Under Section 122 of the *School Act*, boards were empowered to "suspend a teacher with or without pay from the performance of his duties: (a) for misconduct, neglect of duty or neglect to

obey a lawful order of the board; or (b) where the teacher has been charged with a criminal offence . . ." This provision has been repealed as a result of the passage of the *Teaching Profession Act* and replaced with:

122 (1) A board may dismiss or discipline a teacher for just and reasonable cause.

(2) Where a board dismisses or disciplines a teacher whose employment is the subject of a collective agreement under the *Industrial Relations Act*, the grievance procedures of the collective agreement and Part 6 of the *Industrial Relations Act*, where applicable, apply to the dismissal or disciplinary action.

122.1 (1) Where a board considers that the learning situation in a class or classes of a teacher is less than satisfactory, the board may (a) dismiss the teacher, or (b) order the teacher to take remedial action that the board considers necessary or advisable.

(2) A teacher who is the subject of an action by a board under subsection (1) has the same rights with respect to that action as though he were dismissed or disciplined under section 122(1), and sections 122(2) to (4) apply, except that the references to dismissal or disciplinary action apply as though they were references to the dismissal or remedial action.

Prior to the enactment of the *Teaching Profession Act*, the system for evaluating the performance of a teacher was known colloquially as the 'three-report system.' Before a school board could dismiss a teacher for incompetence, it was to have in its possession at least three reports indicating that the learning situation in the class or classes of the teacher was 'less than satisfactory.' These three reports generally were to have been issued in a period of not less than 12 months and not more than 24 months. Further, the reports were to have been written by at least two report writers: one by the superintendent or assistant superintendent and the other two by the superintendent, assistant superintendent, director of instruction, or principal of the school to which the teacher was assigned.

A teacher who was dismissed on the grounds of incompetence had a statutory right to have the termination reviewed by a Review Commission. Review Commissions were required to be



comprised of three experienced educators under Section 130 of the *School Act*. Normally, the Review Commission heard evidence from the report writers and the teacher about the validity of the reports and considered any extraneous factors which adversely impacted on the learning situation in the teacher's classes.

With the enactment of the *Teaching Profession Act*, the Regulations to the *School Act* underwent substantial amendment. In particular, regulations which established the three-report system of evaluating teacher performance were repealed. The *School Act* and Regulations are now silent on the matter of dismissing a teacher for incompetence. Although the superintendent may still formally inspect, or cause to be inspected, the work of teachers under Section 6(1)(k) of the *Act*, the school board is no longer required to gather a specified number of reports to dismiss a teacher for incompetence. Rather, Section 122.1 of the *School Act* simply requires that the school board may dismiss a teacher when the school board decides that the "learning situation in the class or classes is less than satisfactory." Should a teacher dispute a decision to dismiss, that teacher now has the right to challenge the dismissal to a Board of Reference or, once a grievance and arbitration provision is included in a collective agreement, to an arbitration board with the powers and duties provided in the *Industrial Relations Act*.

In effect, the enactment of the *Industrial Relations Act*, the *Teaching Profession Act*, and amendments to the *School Act* means that evaluating teacher competence is now a legitimate subject for a collective agreement inasmuch as an unsatisfactory evaluation may lead to dismissal. Since the *Industrial Relations Act* requires all collective agreements to include a grievance provision, a teacher evaluation clause in a collective agreement is grievable and arbitrable.

For the school board's part, it is expected that many school boards will want to leave the matter of teacher evaluations out of the collective agreement (as is the case with most unionized employers) or, at least, to establish a process which is more effective than the old three-report system. School boards consider it essential to the quality of education in the province that any system of teacher evaluation which is adopted be fair, but not so technical that an arbitration board focusses on procedural requirements rather than on the teacher's performance in the classroom.

Depending upon what results from the negotiating process, it will be more or less difficult to dismiss a teacher for incompetence than it is currently.

School boards and the teaching profession have strong and mutual interests in the matter of teacher competence. For school boards, it is in the public interest to protect competent teachers and to protect students from the influence of incompetent and marginally competent teachers. For teachers, it is consistent with their objectives of professionalism and public confidence to work towards fair but expeditious means of removing from the teaching profession incompetent teachers in ways not prejudicial to collective and individual security of employment. The mutual interests of the public, represented through an elected school board, and of teachers, represented through an association, can best be achieved in a consultative bicameral structure. Such a structure now exists in the form of a collectively negotiated agreement.

6.N PROFESSIONALISM AND UNIONISM IN TEACHING

6.N.1 OVERVIEW

Historically, teachers have worked in organizations. Since the time of the one-room school, the daily transactions between teachers and students have been mediated by a lay school board and its appointed administrative officials. Since their inception, school boards have participated in raising and distributing funds and in supervising teachers through the establishment of rules, policies, and procedures. While the manner and means by which school boards and their officials have exercised control over teachers—and over the ways in which teachers practise their craft—have changed considerably, the basic organizational context of teaching has endured.

Teachers are salaried professionals. In addition, in British Columbia they are now also members of a trade union as defined by the *Industrial Relations Act*. Trade union membership, however, does not negate professional status—teachers still possess specialized knowledge, are bound by codes of professional practice, and are still entrusted with a unique educational responsibility.



A close consideration of oral and written submissions to the Commission revealed several ambiguities and anomalies associated with teaching. Most noticeably, there appears to be conflict and confusion in the minds of the public with respect to teachers' simultaneous union membership and claim to professional status. Apparently, the public views the objectives of a trade union in marked contrast with those of a profession. A profession is seen to provide a specialized and valued service to the public; in theory at least, it is accountable to the public interest for the conduct and performance of its members. A profession, therefore, typically has a governing body which establishes standards of entry, certification, conduct, and performance, and which imposes sanctions against members who fail to meet the conditions for continued practice.

Unions exist to advance collectively the interests of their membership. Typically, unions do not establish conditions for entry, nor do they establish standards of conduct and performance. Unions are under no obligation to act in the public interest. Rather, they protect and serve their members and, in so doing, act to preserve their own security. The means by which a union generally serves its members is through the establishment of a collective agreement with an employer.

Put simply, a 'union of professionals' is not a contradiction in terms. Professionals of all types are included in bargaining units—in the federal public service, for example, lawyers, accountants, engineers, and architects are included in bargaining units in the 'Professional and Scientific' category. Self-employed professionals often engage in collective bargaining—physicians, for example, collectively negotiate fee schedules with senior government. In the public service case above, the professions listed are salaried employees, governed not only by their job descriptions and obligations to their governmental employer, but also by the established standards of professional governing bodies.

Teachers are also salaried professionals and, like many others in that category, perform their work in the context of a formal employment relationship with an employer, in this case, the local school board. Such a context does produce some tension in that responsibility to the standards of the

profession are separated from the supervisory authority of the school board and its management personnel. To establish formal influence over how they perform their work and the conditions under which they work (two characteristics of a profession), teachers, like unions, take collective action—they bargain.

The results of the collective bargaining process serve to constrain both employer and employee. The actions of both school boards and teachers are controlled and influenced to varying extents by formal contract. Ideally, the results of teacher-board collective bargaining would require, and bring into effect, genuine board consultation with teachers before management decisions pertaining to teachers' work are made.

Past experience with other professional groups, and with teacher groups in other jurisdictions, leads to the conclusion that collective bargaining, though adversarial in nature, is an appropriate mechanism through which the interests of the public—through the elected school board—and the professional ambitions of teachers can be accommodated. Recent provincial legislation granting union certification to teachers simply formalizes and legitimizes the employer-employee relationship which has always existed between school boards and teachers. Such action does not de-professionalize teaching in any way.

6.N.2 THE BRITISH COLUMBIA TEACHERS' FEDERATION AND THE COLLEGE OF TEACHERS

Prior to the passage of the *Industrial Relations Act* and the *Teaching Profession Act*, all teachers, principals, supervisors, consultants, and co-ordinators were required by law to be members of the British Columbia Teachers' Federation (BCTF). In each school district, the BCTF established local associations to which all teaching personnel in that district belonged. All bargaining for salaries and allowances (for positions of special responsibility) and, in some districts, for working and learning conditions, was undertaken by the local associations with BCTF assistance. Though creations of the BCTF, local associations were regarded as autonomous for bargaining purposes inasmuch as it was the local association which signed the negotiated agreement with the local school board.



The constitutional framework of the relationship between the BCTF and its local chapters was significantly altered by the passage of the *Industrial Relations Act* and the *Teaching Profession Act*. Under these legislative provisions, local teachers' associations may, if they wish, elect to belong to the BCTF. Despite the removal of compulsory membership, however, all 75 local teacher associations in British Columbia are organized as locals of the BCTF. As a result, individual teachers who are members of a local teachers' association, certified as a union under the *Industrial Relations Act*, are also members of the provincial organization.

The language of the *Teaching Profession Act* suggests that one of the intents of the government's enactment of the *Industrial Relations Act* and the *Teaching Profession Act* was a desire to separate the professional and union functions of teachers. Section 26(3) of the *Teaching Profession Act* assigns a professional development role to the newly created College of Teachers in stating that the College's professional development committee may:

(a) carry out, cooperate in, or facilitate programs of professional development whose objectives are to improve the quality of educational services,

(b) cooperate with teacher training institutions in the design and evaluation of teacher training programs leading to certification by the college,

(c) carry out, cooperate in, or facilitate in-service programs designed to ensure the currency of general teacher competence,

(d) in cooperation with the qualifications and discipline committees, develop specific programs to assist individual teachers, and

(e) establish provincial specialist associations to provide advice on professional development in specific fields of curricula.

In the past, responsibilities detailed above in sub-sections 3(a) and 3(e) were heavily emphasized by the BCTF through its Provincial Specialist Association (PSA) structure. The responsibilities set out in sub-section 3(b) were previously a function of the Joint Board of Teacher Education—a statutory body with representation from each of the major educational organizations, including the BCTF. The tasks outlined in sub-section 3(c) were carried out by a number of agencies—the Ministry of Education, school districts, and the BCTF through its PSAs and its local associations. The activities specified in sub-section 3(d) were not formally specified previously and were practised only in rare instances through Boards of Reference.

The College of Teachers has indicated that it does not wish to pursue sub-sections 3(a), (c), and (e), preferring instead to devote its efforts to the functions described in sub-sections 3(b)—teacher training—and 3(d)—specific individual assistance. The BCTF, working collaboratively with other educational organizations and the local associations, will continue with its programs and activities related to professional development. In addition to its professional responsibilities, the BCTF will continue to provide support functions to assist local associations in collective bargaining and with personnel matters.

CHAPTER 7:

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7. FINANCING PROVINCIAL SCHOOLS

7.A INTRODUCTION

The principles upon which finances are used to support British Columbia's schools are reasonably simple to enunciate. Adequate funds must be raised in a manner that is fair to taxpayers; these monies must then be allocated to ensure suitable standards of educational access and learner achievement. The educational system must then account, in some acceptable form, for both the funding it has received and the results it has achieved. In principle, systems of school finance attempt to provide equity of fiscal burden and equality of educational opportunity in cost-effective ways.

Over the past decade, increasing and urgent demands have been made upon the fiscal resources of government; education, as one area of public investment, must compete for its share of revenues. Education's unique nature—its long-term, intangible, diffuse benefits, and its highly visible costs—has made it increasingly difficult for schools to compete for resources in recent years. Moreover, since the early 1980s, the social priorities of government at all levels have shifted substantially from the young to the old, most noticeably through demands for increased health benefits. Today, the schools seek support within the context of an aging population, one in which most people have no children in schools and which is sometimes less than enthusiastic about school support. Other tangible factors, such as a decline in school enrolments, have also taken a toll. As well, education, over the past decade, has been subject to the turbulence of growth, recession, and recovery which has characterized the British Columbia economy.

The Commission's study of the financial resources for learning was undertaken within this social, economic, and political context. We were aided, in our analysis, by submissions from students, teachers, parents, taxpayers, administrators, trustees, provincial educational organizations, and Ministry of Education officials, all of whom expressed concerns regarding the adequacy and stability of funding, the revenue bases for education, and the effective and efficient use of financial resources.

The Commission begins this chapter in its report by outlining the present system for financing education in the province before turning to a profile of educational spending and provincial economic performance over the past 12 years. In the remaining discussion, we examine how

revenue is raised for education, questions to do with the adequacy and stability of funding, and accountability measures for spending.

7.B THE SYSTEM OF EDUCATION FINANCE IN BRITISH COLUMBIA

7.B.1 INTRODUCTION

Provincial responsibility for the provision of educational services to children dates back to the division of powers originally set out in the *British North America Act* at the time of Confederation, authority which is confirmed in the *Constitution Act* of 1982. Provincial jurisdiction over education brought with it the power to delegate some of this authority to local school boards. In 1872, British Columbia passed *An Act Respecting Public Schools*, establishing a strong central authority which made grants available to local school boards. These operating grants covered the full cost of schooling, including teachers' salaries, capital costs, and school maintenance. Local boards were, in turn, made responsible for dispersing funds, maintaining buildings, hiring teachers, and ensuring that schools were conducted according to provincial regulations.

Today, the characteristics of public school finance in British Columbia are similar to those in most other jurisdictions in Canada and North America. The system attempts to achieve a balance between local and provincial control and to ensure an equitable distribution of funds to all districts, recognizing, of course, regional differences in costs and differences in ability to pay.

Locally elected school boards are responsible for some raising of funds and for spending monies for public education. Each year they establish budgets to operate the schools in their district. They have access to limited revenue sources of their own, principally local property taxation. The provincial government provides grants to school boards to help compensate for their narrow revenue base and to assist them in funding a 'core' education program.

Provincial operating grants made in support of the 'core' program are not evenly distributed among districts. They are



allocated in such a way as to equalize the ability of all districts to provide a comparable standard of education, without resorting to unreasonable levels of local taxation. Therefore, provincial grants vary from district to district according to differences in the cost of delivering the 'core' program and in the ability of school boards to raise funds.

Although the provincial government provides a large proportion of school funding, school boards have considerable discretion over the pattern of spending in their districts. Salaries, for example, are negotiated locally between school boards and employee groups.

In addition to operating grants to school districts, the provincial government provides grants to help with capital spending, as well as grants to homeowners to help offset school property taxation.

7.B.2 THE PRE-1982 FUNDING SYSTEM

Prior to 1982, the system of financing elementary and secondary education in British Columbia followed a traditional 'foundation' model, the key elements of which had been in place since 1968. An understanding of this pre-1982 system is important because of the number of submissions to the Commission that have suggested a return to all or part of this arrangement. Under the foundation plan, the recognized cost of the 'core' program, known as the Basic Education Program (BEP), was derived from actual school district spending in the previous year, adjusted for enrollment changes.

Differences in the cost of the Basic Education Program among districts reflected differences in enrolment, the number of schools, and local costs for transportation and special education. The provincial share of the BEP was equal to the difference between the cost of the BEP in a district and the amount that the district could raise through a uniform tax rate (the basic levy) set by the provincial government on all assessed property in the district. Government grants were funded out of provincial general revenue; the local

share of funding came from taxes levied on both residential and non-residential property in the district. In addition, school boards could spend more than the cost of the BEP in any one year by levying a tax rate in excess of the basic levy. Total school board spending in any year formed the basis for the BEP in the following year.

7.B.3 THE 1982 CHANGES

In 1982, a number of important modifications were made to the system of education finance. Although the broad outline of a foundation program was retained, the main features were changed significantly. A new technique, the fiscal framework, was developed for setting the recognized cost of a 'core' education program. The framework uses a combination of recognized service levels and cost factors to calculate a level of spending for each district that the provincial government is willing to help support through its operating grants.

The formula for setting the provincial contribution also changed in 1982 to ensure that all districts receive a guaranteed minimum grant from the province. In addition, most districts receive a shared services grant which is calculated according to the district's ability to raise revenue locally. Furthermore, the provincial government has assumed responsibility for the taxation of non-residential property, leaving school board taxation powers limited to residential property. The provincial government now levies a uniform tax rate on non-residential property. Revenue from this tax is used to help fund increased provincial grants.

The changes introduced in 1982 have been widely criticized largely because of the manner in which the new system was implemented. The changes were brought about suddenly and without prior consultation with the major educational organizations in the province. In our analysis we have tried to distinguish between the essential features of the new funding system and the manner in which the system was introduced and applied.



7.C A PROFILE OF SPENDING

7.C.1 INTRODUCTION

In 1987-88, \$2.1 billion was spent on public education in British Columbia. The bulk of this, totalling 95%, was expended by school boards on operating and capital costs. The remainder was spent by the provincial government directly on a variety of support services including textbook acquisition and the government's contribution to the teachers' pension plan. This expenditure was financed from provincial grants (general revenue, homeowner grants, and non-residential taxation) and local revenue (residential taxation and miscellaneous revenue). Provincial and local contributions to education spending in 1987-88 can be seen in Table 7.1.

TABLE 7.1: Sources of Education Funds, 1987-88

	\$ (millions)	% —
<i>Provincial</i>		
<i>Grants to School Boards</i>		
— General Revenue	832	39.9
— Non-Residential Taxation	447	21.4
<i>Homeowner Grants</i>	278	13.3
<i>Direct Expenditures</i>	117	5.6
<i>School Boards</i>		
Residential Taxation	313	15.0
Other Revenues *	98	4.7
<i>Total Spending</i>	2,085	100.0

NOTE: Total spending includes all amounts spent by school boards (for both operating and capital), plus direct provincial expenditures for teacher pension contributions and textbook allocations.

* Includes grants of approximately \$40 million from the federal government for French language programs, Native Indian and Department of National Defence student tuition fees.

Of the \$1.8 billion spent by school boards for operating purposes, 75% was spent on instruction, 5% on school district administration, and 20% on other expenses such as building maintenance and transportation of pupils. Over the past 12 years, total spending on public education has more than doubled. On a per-pupil basis, spending has increased even faster—from \$1,757 per pupil in 1976 to \$4,425 per pupil in 1987-88—an increase of 152%. It is important to put these large increases in perspective. Inflation alone caused prices in general to increase by 107% during this period. The capacity of the economy to produce income—as measured by the Provincial Gross Domestic Product—increased by 164% between 1976 and 1987. Hence, education spending per pupil has increased more quickly than inflation, but more slowly than the economy's capacity to support that spending.

The trends in school district spending and government policies can best be introduced by dividing the period into three parts: 1976-1981 (The Growth Years), 1982-1986 (The Restraint Program), and 1986-1988 (Recovery).

7.C.2 THE GROWTH YEARS

During the late 1970s and early 1980s, the provincial economy and government revenues grew rapidly. More resources were available for all public programs; education received a share of those resources. From 1976 to 1981 education spending per pupil increased by 88%, only slightly below the growth of the economy. (See Table 7.2).



TABLE 7.2: Education Spending and Economic Performance in the late 1970s

<i>Indicator</i>	<i>% Increases 1976-1981</i>
<i>Gross Domestic Product</i>	94
<i>Personal Income</i>	100
<i>Provincial Government Spending*</i>	99
<i>Consumer Price Index</i>	55
<i>Education Spending/pupil</i>	88
<i>Education Spending</i>	76

* Covers fiscal years 1976-77 to 1981-82

Through access to additional funds, school boards were able to maintain and increase the number of teachers in the system even though school enrolment dropped by 6% over this period. However, the resulting reduction in the overall pupil-teacher ratio did not necessarily translate directly into smaller classes for three reasons. First, a shift in enrolment from elementary to secondary required an increase in staff simply to deliver the more varied secondary school curriculum. Second, the policy of mainstreaming special education students was introduced during this period. These students require a much higher ratio of staff time than regular students. Further, in light of the needs brought about by this increasing diversity, school boards allocated more teachers to administrative and support roles.

7.C.3 THE RESTRAINT PROGRAM

After five successive years of buoyant growth the performance of the provincial economy faltered in mid-1981, as the impact of the world-wide recession made its influence felt in Western Canada. In 1982, in its response to declining revenue, the government introduced the first of a number of measures to restrain the growth of provincial spending. In introducing the program, the government pointed to a number of concerns with the trend of school spending during the late 1970s and early 1980s. Despite declining

enrolment, the number of teaching positions had increased. As a result, the pupil-teacher ratio had fallen from 19.14 in September 1975 to 16.65 in September 1981.

However, it should be stressed that education was not out of line with other sectors of the economy during the 1970s; rather, it was sharing in the growth of the economy. A large part of the concern about rising education costs can be attributed to the large salary settlements awarded to teachers in 1981 and 1982, particularly the settlement of 17% in 1982. But, as shown in table 7.3, other unionized groups, such as nurses and woodworkers, had reached similar settlements in previous months.

TABLE 7.3: Negotiated Salary and Wage Increases

	<i>% Increases</i>			
	<i>1980</i>	<i>1981</i>	<i>1982</i>	<i>1983</i>
<i>IWA (journeyman)</i>	9.5	18.5	13.0	0.0
<i>Nurse (Class B, top)</i>	22.5	12.3	8.8	3.2
<i>Teachers (average)</i>	9.6	12.8	17.3	3.3
<i>All Industries (first year increases)</i>	12.9	16.3	10.7	3.0

Considered in context, teacher salary increases were not unreasonable; the 1982 increase had a marked impact, occurring just as the full force of the recession was beginning to be felt.

In response to its concerns about uncontrolled spending, the government implemented an education restraint program by: (1) removing discretionary taxing and spending powers from school boards; (2) introducing a new funding formula, the fiscal framework, for determining the acceptable spending level in each district; and (3) using the compensation stabilization program to limit salary increases.

Table 7.4 illustrates the impact of the education restraint program. As shown, despite some minor modifications to funding procedures, the impact of restraint on the school system was a significant one. Spending per pupil remained virtually unchanged for



three years and declined slightly in one year.

Serious adjustments were necessary in all school districts so that, by September 1985, average class sizes were larger than in 1982 and the pupil-teacher ratio had increased from 17.11 to 18.05.

TABLE 7.4: Economic Performance and Education Spending During the Recession

	Annual Per Cent Increases Indicator			
	1982	1983	1984	1985
Gross Domestic Product	3	4	6	6
Personal Income	9	4	5	7
Provincial Government Spending*	6	11	5	4
Consumer Price Index	10	6	4	3
Education Spending/pupil	18	2	2	-2**
Education Spending	17	2	0	-3

* Refers to the fiscal years 1982-83, 1983-84, 1984-85, and 1985-86 respectively.

** 1985-86 school year. Until 1985, school districts operated on a fiscal year that coincided with the calendar year. In 1985, the school year was adopted as the fiscal year.

7.C.4 RECOVERY

In 1984, the provincial economy began a gradual climb out of recession; by 1986, the economy had recovered most of the ground lost since 1981. In the 1986-87 school year the education restraint program was ended. Local spending and taxing authority were returned to school boards. School boards took advantage of this discretion to restore some of the programs and services lost during the restraint period. Although provincial funding continued to increase at a modest pace, total school board operating expenditure increased by over 5% in 1986-87 and by 7% in 1987-88. Table 7.5 illustrates the performance of the economy and education spending since 1986.

In February 1988, the provincial government announced the first major enhancement to educational funding since the start of the restraint program. For the 1988-89 school

year the fiscal framework is to be increased by 8%. This increase, together with local taxing decisions, will lead to an increase in school district operating budgets of approximately 9%. The impact of this new funding on staffing levels and class sizes will depend on the outcome of collective bargaining. However, if teacher salary awards are in line with average settlements in the province, the pupil-teacher ratio could return close to the level achieved prior to 1982.

TABLE 7.5: Education Spending and Economic Performance in the Recovery Period

Indicator	Annual Per Cent Increases (est.)		
	1986	1987	1988
Gross Domestic Product	4	8	7
Personal Income	4	6	n/a
Provincial Government Spending	6	6	5
Consumer Price Index	3	3	4
Education Spending/pupil	6	6	9
Education Spending	5	7	9

7.D RAISING REVENUE FOR PUBLIC SCHOOLS

7.D.1 PROPERTY TAX AS A SOURCE OF REVENUE

Property tax remains the major source of locally raised revenue for the financing of elementary and secondary education in British Columbia. As described earlier, the provincial government establishes the tax rate and collects the revenue from each school district's non-residential tax base, while the individual districts continue to use the revenue from residential property tax to finance their shareable obligations and to satisfy their own fiscal requirements in excess of this amount. Once the district has determined its share of both the operating and the debt services budgets, and has added any supplementary operating and non-shareable



capital amounts, the residential tax rate can be determined. The first step in the process of calculating the local residential tax rate is to determine the amount of money that must be raised by the school district. This residential taxation requirement is computed by adding together the net adjusted shareable operating amount, the net supplementary operating amount, the shareable debt service amount, and the non-shareable capital amount. Second, the total of the assessed market value of each residential property in the district (i.e., the tax base) is ascertained. The tax rate, formerly known as the mill rate, is equal to \$1 of tax revenue for each \$1,000 of taxable property value, so if the tax base is \$1,000,000,000, a tax rate of 1 yields \$1,000,000. If a school district requires \$5,000,000, then the tax rate would need to be set at 5.

Three major topics deserve to be discussed in the area of revenue: alternative sources of revenue; jurisdiction over the non-residential property tax; and the Homeowner Grant.

7.D.2 PROPERTY TAXATION VERSUS OTHER SOURCES

Because the property tax base is used for both municipal services and school purposes, it has been suggested that this tax base sharing creates unnecessary problems in terms of both revenue collection and accountability. The suggested reform involves the separation of local services into those that are property-related and those that are people-related. Property related services such as water supply, sewage, roads, and fire and police protection should be financed from the value of local property because the vast majority of the benefits received accrue directly to property. People-related services such as education, health, and welfare bestow benefits on the individual personally and society in general. Thus, they should be financed through taxes on income which are indexed to the individual's ability-to-pay. Since local school boards do not have access to personal income taxation, the logical extension of this argument is that people-related services ought to be funded by a tax base available to a higher level of government.

Based on data for 1986-87, if property taxation for public school purposes were to be abolished, an additional \$693 million would have to be obtained from other tax bases. If only residential property tax for school purposes were abolished, an additional \$226 million would have to be found. In both cases, it is assumed that the proceeds from the Homeowner Grant would continue to be used for school funding purposes even though no property tax for schools is being paid.

Based on average tax yields (generated from property tax information for 1986-87 and tax rates for 1987-88), it may be ascertained that property tax for school purposes could be abolished if the social services tax were increased by nearly 3%. Alternatively, if only residential property were exempted from taxation for school purposes and non-residential property continued to be taxed, the required percentage increase in the social services tax to offset the revenue shortfall is estimated to be nearly 1%. The numbers for the personal and corporate income tax increases can be interpreted in a similar way. Thus, if all property taxes for school purposes are abolished, the revenue shortfall of \$693 million can be recaptured by increasing British Columbia's personal income tax by nearly 14 percentage points, i.e., from 51.5% to 65.5% of the federal rate. If only residential property were exempted, the add-on to the personal income tax is estimated to be 4.5 points. The equivalent numbers for the corporate income tax are 26.4 points and 8.6 points.

The most powerful theoretical argument in favour of retaining property tax for school purposes is that it is the only tax base which is clearly local in nature. By giving up this tax base, and having public education totally funded by the provincial tax sources which generate the consolidated revenue fund, the weight given to local educational preferences will have been considerably reduced. In terms of empirical significance, the elimination of all property tax in support of public education would place such a heavy burden on any one of the other tax bases as to make the suggestion not practical. Allocating the required tax increases among all three tax



bases—personal income, corporate income, and sales—would mitigate the pressure on any one of them considerably; but the required changes are still too large to be considered practical. If only residential property is exempted from taxation for school purposes, the required increases in other taxes, either individually or in some shared fashion, are more realistic. However, the offsetting loss of local input and accountability for educational decisions, combined with the required tax increases from other income sources, produces the conclusion that the potential gains are not worth the potential costs.

The Commission recommends:

1. That the use of property taxation for school purposes be continued.

7.D.3 THE TAXATION OF NON-RESIDENTIAL PROPERTY

In 1982, the province redefined the tax base for each school district to exclude non-residential property. By suspending the school boards' ability to set their own budgets or to raise revenue above the level determined by the province during the period of restraint 1982 to 1986, the province effectively determined the residential tax rate in each school district through the administration of the disbursement formula. In 1986, the *Education (Interim) Finance Act* was amended, returning to school boards the power to set final budgets and to raise revenue for supplementary portions of operating budgets, but only by taxing the residential tax base. Thus, non-residential property has been removed as a tax source for local school boards. The province continues to control all non-residential taxation for school purposes, to be responsible for the tax rates on these properties, to take any tax levied into general revenue, and to redistribute the proceeds from such tax.

The question of continued centralized provincial control over the collection and expenditure of non-residential property taxes naturally arises as an important topic for education funding. The Commission has received a number of submissions on the topic.

The Association of British Columbia School Superintendents points out in its brief that the issue is structurally related to the question of adequacy of funding; it goes on to recommend that "the government increase the funding from general revenues for public school education, in order to reduce the excessive costs presently assumed by the local homeowner."

The brief submitted by the British Columbia School District Secretary-Treasurers Association makes the point that the question of local access to the non-residential tax base is interwoven with the question of funding adequacy. The British Columbia School Trustees Association bluntly states in one of their "reform of school finance" recommendations that the provincial government should "restore the ability of boards to tax non-residential property." This same suggestion is repeated in many other submissions received by the Commission.

A major concern of the provincial government is the effect the non-residential tax has on economic activity, specifically on the decisions made by businesses to undertake new investment or to change production levels. When levied by school boards, the school tax on non-residential property may not be neutral in its effect: that is to say, differences in tax rates between adjacent jurisdictions may affect the location of businesses and distort efficient location patterns. A second concern is the proportion of the required school tax revenue raised by taxing non-residential in comparison to residential properties. Industries with large sunk investments and highly durable assets in a specific location represent a 'captive' tax resource to the local municipality and school district. The worry is that a disproportionate share of the required tax revenue will be borne by the non-residential tax base in order to lower the rates for residential property owners in comparison to similar districts who do not have the same non-residential tax base.

The provincial government apparently took seriously the twin concerns of inappropriate business location decisions and inequitable tax treatment due to disproportionate tax burdens on non-residential properties which are captive to the region. By taking



control of non-residential tax revenue, the government could eliminate this factor in the process of deciding where to locate and impose a greater degree of equity in the distribution of the tax proceeds from this source. As well as reducing the variations among districts, the provincial government addressed the issue of tax levels by making a commitment to reduce the overall tax burden on non-residential property. In the 1985 budget, the government announced changes in the non-residential tax system to implement a three-year series of reductions in school tax rates on industrial property by 41% and on business property by 18%. The tax rate reductions were estimated to lower annual property tax by \$250 million when fully implemented by 1987. However, the province made it clear that this reduction in tax revenue would have "no effect on the funding provided for the operation of public schools nor on the school tax rates on residential property."

Tables 7.6 and 7.7 show the effects of these changes from the calendar year 1982 to the school year 1988-89. Both tables show the distribution of revenue sources between general provincial revenue, non-residential property tax, and residential property tax,

including the proceeds from the Homeowner Grant. Table 7.6 displays these shares in terms of absolute dollar amounts, measured in millions of current dollars; Table 7.7 shows percentage shares. For example, Table 7.6 shows that for the school year 1987-88, revenue from these three sources was \$1,880.7 million, consisting of \$842.3 million from general provincial revenue, \$446.9 million raised through non-residential property taxes, and \$591.5 million raised by residential property taxes, including the proceeds of the Homeowner Grant. The results of government's desire both to standardize the non-residential tax rates across the province and to lower the tax revenue for school purposes from this source are clearly shown in Table 7.6. Non-residential tax revenue was constant in nominal terms between 1982 and 1984, then fell dramatically to the 1987-88 level of \$446.9 million, and is estimated to rise to \$500 million in 1988-89. In comparison, the contributions from the general provincial revenue rose continuously over the period. Revenue from residential taxation was essentially constant in nominal terms until the school year 1985-86, then rose dramatically in the years 1986-87, 1987-88, and 1988-89.

TABLE 7.6: Major Sources of Funding for Public Education in B.C.—Revenue by Source

Sources of Revenue¹ (\$ millions)	1982	1983	1984	1985-86	1986-87	1987-88	1988-89*
<i>General Provincial Revenue²</i>	579.9	611.9	617.6	677.3	780.9	842.3	926.5
<i>Non-Residential Property Tax</i>	662.5	662.7	662.7	557.2	466.2	446.9	500.0
Subtotal	1,242.4	1,274.6	1,280.3	1,234.5	1,247.1	1,289.2	1,426.5
<i>Residential Property Tax³</i>	431.0	423.8	419.0	438.2	506.9	591.5	627.0
Total	1,673.4	1,698.4	1,699.3	1,672.7	1,754.0	1,880.7	2,053.5

1. Excludes Miscellaneous Revenues and Surpluses.

2. Excludes Textbook Allocations and Teacher Pension amounts.

3. Includes Homeowner Grant.

Source: B.C. Ministry of Education, Schools Finance

B.C. Ministry of Education: Annual Report 1986-87

*B.C. Ministry of Education estimates (personal communication)



TABLE 7.7: Major Sources of Funding for Public Education in B.C.
—Percentages of Total by Source

Sources of Revenue (percentages)	1982	1983	1984	1985-86	1986-87	1987-88	1988-89*
<i>General Provincial Revenue</i>	34.7	36.0	36.3	40.5	44.5	44.8	45.1
<i>Non-Residential Property Tax</i>	39.6	39.0	39.0	33.3	26.6	23.8	24.3
<i>Subtotal</i>	74.3	75.0	75.3	73.8	71.1	68.6	69.4
<i>Residential Property Tax</i>	25.7	25.0	24.7	26.2	28.9	31.4	30.5

N.B. Totals may not add to 100 due to rounding

**Estimate*

Table 7.7 displays these same data in terms of percentage shares. The non-residential property tax accounted for 39% of the total public school budget in the years 1982 to 1984, then fell year by year to the 1987-88 level of 23%. Revenue from general provincial sources, in proportional terms, fluctuated in the range of 34% to 36% between 1981 and 1984 and rose to 44% in the years 1986-87 and 1987-88. Revenue from the residential property tax system accounted for 25% to 26% of the total public school budget up until 1985-86 and then rose to the figure of 31.4% for the school year 1987-88; it is estimated to fall to 30.5% in 1988-89.

In summary, the data in these tables support the following explanation of events between 1982 when the *Education (Interim) Finance Act* was passed and the most recent school year 1988-89 for which data estimates are available.

- The government succeeded in its desire to lighten the school tax burden on non-residential property by proceeding in stages from 1982 onwards. Between 1982 and 1984, the revenue from non-residential property tax was constant in nominal terms. Since the slight decrease in residential property tax income was offset by increases in contributions from general provincial revenue, the relative importance of non-residential property tax remained constant over this period.

Beginning with the school year 1985-86, the contribution of non-residential taxation dropped dramatically in both absolute and percentage terms until 1987-88, but is expected to rise slightly in the school year 1988-89.

- The resultant shortfall in funds was initially made up by significant increases in revenue from general provincial sources, and to a lesser degree by increases in receipts from residential property taxation. From 1984 to the school year 1985-86, contributions from general revenue increased by 9.7% while residential property tax generated 4.6% more revenue.

- Between 1985-86 and 1986-87, contributions from general revenues increased by 15.3% and revenue from residential taxation expanded by 15.7%. Thus, during this transition period, both revenue sources were relied on equally to pick up the slack created by the province's desire to lighten the school tax load on non-residential property.

- However, between the school years 1986-87 and 1987-88, increases in revenue from residential property tax picked up a disproportionate share of the shortfall in funds caused by the reduced reliance on non-residential property taxation. During this period, revenue from general



provincial sources increased by 7.7%, but revenue from residential taxation increased by 16.7%.

- Between the school years 1987-88 and 1988-89, it seems that the shift from non-residential to residential revenue has ended. For the first time since 1982, revenue from non-residential properties will rise from \$446.9 to an estimated \$500.0 million. During these years, revenue from residential taxation will rise by 6%, and from general sources by 10%.

- Thus, the revenue 're-balancing' was initially accomplished with offsetting increases in general provincial revenue as indicated in the 1985 budget speech, but more recently, with significant increases in the revenue obtained by residential

property taxation. The shift towards reliance on residential taxation appears to have ended for the most recent school year.

In the 1985 provincial budget, the government provided evidence to support the notion that non-residential taxpayers were paying an inappropriate share of the revenue required for local services such as fire protection, police protection, recreational programs, roads, and public schools. Table 7.8, reproduced from the 1985 provincial budget, shows 1984 property taxes for a house, store, and industry in a typical British Columbia municipality. Unfortunately, there is no breakdown of the information according to whether the funds support local services or public schools.

TABLE 7.8: 1984 Property Taxes in a Typical British Columbia Municipality

<i>Property</i>	<i>Market Value (\$)</i>	<i>Assessed Value (After Assessment Deduction) (\$)</i>	<i>Total Tax Rate for All Purposes* (\$/1,000 of Assessed Value)</i>	<i>Gross Tax (\$)</i>	<i>Net Tax (After Deducting \$380 Homeowner Grant) (\$)</i>
<i>House</i>	100,000	100,000	11.01	1,101	721**
<i>Store</i>	100,000	90,000	27.47	2,472	2,472
<i>Industry</i>	100,000	90,000	37.36	3,362	3,362

* As discussed in the text, this includes taxes levied for municipal purposes, for regional district purposes, and for regional hospital district purposes as well as taxes levied for the British Columbia Assessment Authority, for the Municipal Finance Authority, and for public transit.

**Residential taxes for seniors, the handicapped, and war veterans would be reduced by a further \$250.

Source: 1985 Provincial Budget.



This table shows that for an equal \$100,000 of market value, the net tax paid by owners of a house is \$721, but it is \$2,472 for a store and \$3,362 for an industrial property. The budget goes on to state that, "this tax rate structure meant that, in 1984, non-residential property taxpayers were estimated to pay 63% of total property taxes though this type of property represented only 37% of the total assessed value of property in the province." It is argued that this is a disproportionate share of property taxes collected from the non-residential tax base, so non-residential tax cuts and revenue re-balancing are deemed to be an entirely appropriate policy response.

Finally, it may be argued that provincial control of non-residential taxation and the subsequent shifting of the burden of local school taxation to the residential tax base is an explicit recognition of the benefit principle of taxation. Certainly non-residential taxpayers are the beneficiaries of an educational system which provides them with a trained work force; therefore, it is reasonable to expect business and commercial enterprises to pay a fair share of the costs of providing elementary and secondary education in British Columbia. However, there has been considerable criticism of the practice of using the proceeds of non-residential property tax for the financing of people-related public services such as education, on the grounds that business and commercial enterprises do

not receive disproportionate benefits to justify the disproportionate share of taxes collected from this source.

It has been argued that, since the educated labour force required by business is drawn from all areas of the province, the 'generally accidental distribution' of business and commercial enterprises should not remain the 'private domain' of local school boards. Also, it may be argued that the post-1985 shift towards more reliance on residential taxation for school finance has not resulted in undue hardship to residential taxpayers when the offsetting effects of the Homeowner Grant are taken into account.

Table 7.9 shows the number of school districts which had negative net school taxes on residential property for the average valued home in the district in the years 1985 to 1987. In 1987, the number of districts not paying any school taxes on the average valued home in the district dropped to 38 from the previous levels of 52 and 51. This, of course, reflects the shift to greater reliance on the residential property tax discussed above. However, Table 7.9 also shows that the provincial average net school tax paid, while rising from \$56 to \$91, remains relatively small. Thus, the degree of hardship caused by this policy-induced shift towards more reliance on the residential property tax base has been rather small on average and certainly within the bounds of historical experience.

TABLE 7.9: Average Net School Taxes on Residential Property

<i>Year</i>	<i>Number of School Districts Paying Negative Net School Taxes on Residential Property Valued at the District Average</i>	<i>Net School Taxes On Residential Property-Provincial Average</i>
1985	52	\$56
1986	51	\$80
1987	38	\$91

Source: BCTF.



The case for returning the non-residential tax base to local school boards rests on the desire to introduce a greater equalization of revenue raising capacity between the districts. With wide variations in the level of raising capacity (as measured by the residential property assessments per pupil), levels of tax-effort (as measured by the local school tax rate) will have to vary dramatically in order to raise the required funds. It is, of course, quite inequitable that some school districts are able to provide a high level of educational service with a relatively low tax effort while others are able to supply only low service levels even with high tax effort. The argument is that by removing the non-residential tax base from the local school boards, a greater degree of tax inequity has been imposed on the system.

In order to investigate the claim, Table 7.10 shows the mean, standard deviation, and coefficient of variation for the 1986 per-pupil residential, non-residential, and total property assessments. The average residential assessment per pupil across all 75 school districts averaged \$137,181 in 1986, with a 62.9% variation around this mean. The non-residential series has a lower average assessment per pupil (\$105,577), but a very similar degree of

cross-district variation (65.9%) when compared to the residential data. When the residential and non-residential data are combined to produce the series on total property assessment per pupil, the mean and standard deviation naturally rise; however, because the mean rises more than the standard deviation, the coefficient of variation falls to 42.4%. This implies that there is 10.5% less cross-district variation in total property assessment per pupil than there is in residential assessment per pupil considered by itself. In other words, combining the residential with the non-residential tax bases has produced greater equalization of revenue-raising capacity among the districts. The question is whether the tax equity benefits of this step towards greater equalization in revenue-raising capacity outweigh the costs discussed earlier.

Table 7.11 shows the results of this dispersion in revenue-raising capacity in terms of the resulting tax rates necessary to raise the required revenue for supplemental school budgets. For ease of explanation, only the five school districts with the highest and lowest tax rates are displayed, along with the average gross and net taxes paid in each of the districts.

TABLE 7.10: Measures of Cross-District Differences in Tax Capacity, 1986

	<i>Mean</i>	<i>Standard Deviation</i>	<i>Coefficient of Variation*</i>
<i>Residential Assessment Per Pupil</i>	\$137,181	\$86,389	62.9%
<i>Non-Residential Assessment Per Pupil</i>	\$105,577	\$69,571	65.9%
<i>Total Assessment Per Pupil</i>	\$242,758	\$102,807	42.4%

Source: BCTF Data and author's calculations.

*Coefficient of Variation is standard deviation divided by the mean.



TABLE 7.11: Tax Rates Applied Against Each \$1,000 of Net Taxable Residential Property in 1987

District	Tax Rate	Average Gross Tax (\$)	Average Net Tax (\$)
<i>Stikine (87)</i>	<i>18.68083</i>	<i>251</i>	<i>(129)</i>
<i>North Thompson (26)</i>	<i>12.81624</i>	<i>370</i>	<i>(10)</i>
<i>Burns Lake (55)</i>	<i>11.86806</i>	<i>400</i>	<i>(20)</i>
<i>Arrow Lakes (10)</i>	<i>11.09499</i>	<i>345</i>	<i>(35)</i>
<i>Kitimat (80)</i>	<i>11.06541</i>	<i>478</i>	<i>98</i>
<i>Vancouver (39)</i>	<i>5.80663</i>	<i>621</i>	<i>241</i>
<i>Armstrong (21)</i>	<i>5.65408</i>	<i>257</i>	<i>(123)</i>
<i>Merrit (31)</i>	<i>5.33329</i>	<i>232</i>	<i>(148)</i>
<i>Gulf Islands (64)</i>	<i>5.01722</i>	<i>342</i>	<i>(38)</i>
<i>West Vancouver (45)</i>	<i>3.77532</i>	<i>620</i>	<i>240</i>
Provincial Average	6.82008	471	91

Source: BCTF.

From this table, it may be seen that local reliance on the residential property tax only necessitates wide variations in tax rates—the range is from 18.68083 in Stikine to 3.77532 in West Vancouver. However, the result in terms of average gross and average net tax actually paid is very similar between the two groups. The average gross tax paid on an average-valued house in the five highest tax rate districts is \$369; the similar figure for the lowest tax rate districts is \$414. Thus, the issue of increased cross-district inequity by forced reliance on only the residential property tax base would appear not too important in practice. The relative unimportance of differences in tax rates between school districts in terms of actual levels of school taxes paid comes from the fact that provincial grants to the various school districts for core program costs have already been equalized to account for differences in local revenue raising capacity. Thus, the consequences of dissimilar tax

rates are relevant only for the funding of net supplementary operating budgets.

Further equalization of tax rates could be built into the fiscal framework by expanding the definition of school expenditures which are shareable, that is, increasing the level of the provincial grants to districts. In fact, full provincial funding may be seen as an extreme version of per-pupil expenditure equalization. However, with each step towards increased provincial grants comes the offsetting loss of local control over the type of educational output produced.

The Commission considers it to be of fundamental importance that some degree of local taxation to support primary and secondary education be maintained to ensure a continued tie between local preferences and the political decision-making process which determines taxing and spending levels for education. Granted, reliance on property tax to fund elementary and secondary education



is not without its problems, but no other readily available tax base is clearly superior in terms of guaranteeing some degree of local control and in terms of efficiency in administration, effectiveness in compliance, and neutrality in taxpayer behaviour.

Whether non-residential and residential properties should both be considered as components of the local tax base remains, however, an important question. The alternative position, adopted by the province in 1982, is that the non-residential tax base is a provincial resource not belonging to any one school district for tax purposes. Provincial control of the resources raised from this source, when distributed back to all school districts through the fiscal framework, is seen to be more equitable. The arguments for and against the return of the non-residential tax base to local school boards pit the concept of a slightly more equal distribution of district tax capacity for the funding of supplementary budgets against the notions that local control of the non-residential tax base can distort business investment and production decisions and has been used to give residential property owners unduly favourable property tax treatment. On balance, it is concluded that the non-residential tax base should remain within jurisdiction of provincial authorities. While it is true that somewhat more cross-district variation exists in the residential tax base when compared to the total property base, the importance of this observation in terms of actual tax paid is deemed not to be significant. This follows because the proceeds of the non-residential tax are redistributed to all school districts through the fiscal framework which contains an equalization mechanism.

Finally, it is also concluded that local taxation of only residential property is sufficient to guarantee that the link between local preferences and the political decision-making process of taxing and spending for school purposes is maintained. Local tax sources must generate sufficient revenue to ensure that local preferences for education are given credibility in the political and economic decision-making process, but not so large an amount that wide variations in the levels of taxation and expenditure per pupil are produced between school districts. There is no answer to the question of the optimal proportion of locally raised money, but the

amount raised locally from residential property taxation is deemed to be large enough.

The Commission recommends:

2. That the province should continue to set and collect the non-residential school tax so long as all tax proceeds raised from this tax base are re-distributed back to the school districts through the fiscal framework.

7.D.4 THE HOMEOWNER GRANT

The Homeowner Grant, provided to British Columbia residents since 1957, provides lump-sum grants to reduce the property tax liability for owner-occupied residences by up to \$380 for homeowners under age 65 and up to \$630 for those 65 and over. The grant is applied first to current school taxes; any remaining balance can be used to reduce general municipal taxes. The Commission received several submissions regarding the Homeowner Grant, in particular one from the British Columbia School District Secretary-Treasurers Association and one from the British Columbia School Trustees Association. From these submissions, and from the briefs received from individual teachers' associations, school districts, and boards of trade, two policy issues surrounding the Homeowner Grant stand out.

The first issue concerns the estimated \$30 million in Homeowner Grants which are not used for educational purposes, but instead 'spill over' into general municipal revenue. While this seems on the surface to be a rather straightforward issue with a straightforward solution, it really masks a more fundamental conceptual problem. The Homeowner Grant is available to eligible residential property owners as a lump-sum grant regardless of wealth as measured by property value or 'need-to-receive' as indicated by income level. The only factor used to segment recipients is age, in that those 65 years and older receive \$630 while all others receive \$380. Thus, a high-valued and low-valued home receive the same grant so long as the qualified registered owners are in the same age grouping. The question naturally arises as to whether the size of the grant should be made dependent on property value or on recipient income level. In this way, the grant could be more targeted and set so that there



is no spill-over of grant funds into non-educational uses. The second issue concerns the size of the grant and the process by which it increases over time.

The philosophy of taxing property is based on three, often competing, concepts: equal treatment of equals, benefits received, and ability-to-pay. The first is a fundamental principle of equity which suggests that taxpayers who are equal in all relevant economic dimensions before taxation should remain equal after taxation. The second principle of property taxation suggests that the tax paid should in some way be proportional to the benefits provided by the public service made possible by taxation. The final principle of taxation relevant to property tax is ability-to-pay, a self-explanatory concept which is the basis of the personal income tax system. Section 4 made clear that the most controversial criticism of the use of property taxation for school and municipal purposes is related to the ability-to-pay concept, specifically the alleged regressivity of this form of taxation. It has been traditionally assumed that property taxes absorb a greater percentage of income from those with low incomes than from those with higher incomes. The specific objective of the Homeowner Grant is to remove at least part of the presumed regressivity.

The issue of property tax regressivity is an old chestnut among academic economists and municipal administrators. 'Old views' clash with 'new views' to produce a type of policy paralysis on the question. A Canadian economist summarizes North American theoretical and empirical evidence on the issue with this conclusion:

Perhaps the safest and best observation that can be made as a result of these studies is that the new view indicates that the property tax is not as regressive as the traditional view claims nor is it likely to be as progressive as some of the advocates of the new view have suggested.

Beginning in 1957, owner-occupiers of residential properties in British Columbia received property tax relief in the form of the Homeowner Grant. The amount paid has changed over the years, but the basic form has remained constant in two important respects. First, the grant has always been distributed as a lump-sum payment with qualified owners over the age of 65 receiving

a larger grant. Second, the grant is first applied to school taxes, with any remaining credit going to general municipal taxes.

Apparently, other provinces have also concluded that property tax is regressive, or at least not progressive enough, and hence have introduced mechanisms to alleviate part of the burden. Historically, property tax relief in Canada has taken four forms: homestead exemptions which exempt part of the assessment base; exemptions based on income; homeowner grants; and property tax credits. The two most popular forms of property tax relief are homeowner grants, distributed directly to the property owner, and property tax credits against income tax liability. As such, relief delivered through the income tax system appears to the recipient to be a reduction in income taxes rather than a reduction in property taxes.

Based on the current state of conceptual and empirical evidence on the question of property tax relief, it is concluded that no compelling case for drastic reform of British Columbia's Homeowner Grant can be supported. There is no shortage of other models to build on, but the benefits of the change are deemed not to be worth the costs. The Commission does conclude, however, that the estimated \$30 million in Homeowner Grants which spill over into general municipal revenue should be recaptured for school purposes. The exact mechanism by which this might be accomplished has yet to be investigated. A change in this regard will mean that the unused portion of the Homeowner Grant will no longer be available to some property owners to be applied against their municipal tax liability.

The second policy issue concerns the size of the Homeowner Grant and the process by which it has been increased over time. Proposals to index the grant to some economic aggregate such as the consumer price index cannot be supported because the conceptual link between the size and timing of grant increases and a suitable economic aggregate cannot be made. We suggest that the size of the grant and timing of any increases be left as an untied variable in the school funding system, provided that net average residential school taxes do not exceed their historical range shown in Table 7.9.



The Commission recommends:

3. That no drastic changes in the principles and procedures underlying the Homeowner Grant are required at this time. Further, that a mechanism be found to return the unused portion of individual grants to the school districts.

7.E PROVINCIAL OPERATING SUPPORT

7.E.1 ADEQUACY AND STABILITY OF FUNDING

Are schools adequately funded? This question has been at the centre of public debate over school funding for some considerable time; the debate intensified from 1982 to 1985 when the government's restraint program was in full force. In our opinion, no other issue exacerbated the politics of education in this province as much as did the adequacy of school funding.

Three years ago, *Let's Talk about Schools* reported the widely held public view that "existing levels of school funding failed to meet community expectations." Since that time there appears to have been a shift in emphasis; submissions to the Commission reflect that change. Although many of those submissions contained requests for additional funding for specific programs, there were few references to the overall impact of restraint. Most submissions seemed to be more concerned with restoring stability and predictability to funding.

A number of submissions highlighted the fact that education spending in British Columbia has slipped compared to other provinces. In 1978, British Columbia ranked third out of the ten provinces in spending per pupil but, by 1986, British Columbia had dropped to sixth place. Over this period, provincial spending on education increased by 93%, but this growth rate was slower than all other provinces except Quebec. According to these figures, education spending in British Columbia in 1986 was lower than all other provinces except those in Atlantic Canada as shown in Table 7.12.

TABLE 7.12: Operating Expenditures per Pupil (Inter-Provincial Comparison)

Province	1978 \$	1986 \$	Increase from 1978 to 1986 (%)
<i>British Columbia</i>	1,959	3,779	93
<i>Alberta</i>	1,930	4,355	126
<i>Saskatchewan</i>	1,753	3,805	117
<i>Manitoba</i>	1,841	4,146	125
<i>Ontario</i>	2,082	4,516	117
<i>Quebec</i>	2,660	5,090	91
<i>New Brunswick</i>	1,522	3,273	115
<i>Nova Scotia</i>	1,567	3,517	124
<i>Prince Edward Island</i>	1,556	3,117	100
<i>Newfoundland</i>	1,450	3,019	108

Source: *The Financing of Elementary and Secondary Education in Canada, 1987 (draft)*. Council of Ministers of Education of Canada



TABLE 7.13: Pupil-Teacher Ratio (Inter-Provincial Comparison)

<i>Province</i>	<i>1978</i>	<i>1986</i>	<i>% Change</i>
<i>British Columbia</i>	<i>17.81</i>	<i>17.71</i>	<i>(0.53)</i>
<i>Alberta</i>	<i>18.76</i>	<i>16.82</i>	<i>(10.34)</i>
<i>Saskatchewan</i>	<i>18.54</i>	<i>16.82</i>	<i>(9.28)</i>
<i>Manitoba</i>	<i>17.34</i>	<i>15.48</i>	<i>(10.71)</i>
<i>Ontario</i>	<i>18.68</i>	<i>17.08</i>	<i>(8.57)</i>
<i>Quebec</i>	<i>14.94</i>	<i>15.10</i>	<i>1.06</i>
<i>New Brunswick</i>	<i>20.40</i>	<i>18.29</i>	<i>(10.34)</i>
<i>Nova Scotia</i>	<i>17.57</i>	<i>16.39</i>	<i>(6.68)</i>
<i>Prince Edward Island</i>	<i>18.58</i>	<i>17.80</i>	<i>(4.22)</i>
<i>Newfoundland</i>	<i>18.70</i>	<i>16.22</i>	<i>(13.27)</i>

Source: *The Financing of Elementary and Secondary Education in Canada, 1987 (draft)*. Council of Ministers of Education of Canada
() - negative per cent change

This slower pace of spending growth is reflected in a comparison of service levels. Table 7.13 shows that, in 1978, British Columbia had the fourth-lowest pupil-teacher ratio in Canada. By 1986, the provincial pupil-teacher ratio was the third-highest in the country.

These inter-provincial comparisons must be interpreted with some care for several reasons. First, the most recent data available do not reflect the injection of funds that has taken place over the last couple of years. Second, spending trends tend to be dominated by salary trends; and salaries in British Columbia generally have increased more slowly than elsewhere in Canada in recent years. Third, these comparisons do not consider the ability of each provincial economy to support additional public spending.

The work of the Commission does point to selected areas where enrichment is justified or where additional funding would be necessary if the school system is to take on new responsibilities. These should be dealt with

on a case-by-case basis. And, without in any way detracting from the importance of discussions surrounding the adequacy of spending as a subject, of equal importance for discussion is the need to establish a system of finance that will provide reasonable stability and predictability in funding over time, at least to the extent that the economy of the province can ensure.

Since the beginning of the 1980s, funding for schools has been through a cycle of rapid expansion followed by rapid contraction followed by another period of moderate expansion. The education system cannot absorb these ups and downs in the same way as other segments of the economy because the public expects standards of service to be maintained at a reasonable level. Education is a long-term investment that should not be subject to violent fluctuations in funding. This is not to say that the education sector should be fully insulated from economic cycles; but changes in funding should be gradual, and the basis for funding understood



and accepted by the parties involved. The education system has had to struggle to adjust to changing resources over the past few years but, equally as important, the system has had to cope with a situation where the 'rules of the game' were constantly changing. For this reason, we have considered alternative funding systems that could lend greater stability and predictability to the system.

The difficulty of establishing adequate and stable spending levels is pronounced when two levels of government are involved—one responsible for delivering the program and the other for providing part of the funding. In such a situation there will always be some conflict between the funding 'needs' as defined by the party receiving support and the 'willingness to pay' of the granting agency.

The problems of inter-governmental funding are pronounced in the public school system for two reasons. First, the provincial government plays a major role in establishing the program to be delivered and the level of funding. Second, school boards have limited flexibility in responding to perceived inadequacies in funding. They cannot turn away students and have limited flexibility in the style of service delivery.

Three approaches to designing a more stable funding system are possible:

1) Shared-cost Funding

Under this approach the provincial government would cover a fixed proportion of school district spending. All costs incurred by school boards would be recognized as necessary costs. This approach ensures a predictable consistent pattern of financing from the provincial government but has a number of obvious weaknesses: it implies an open-ended commitment on behalf of the provincial government; it requires the government to audit actual costs carefully; and it generates weak incentives for cost control by school boards.

The financing system in place prior to 1982 was similar in some respects to this approach. The Basic Education Program was based on actual school board spending but the government did not commit itself to paying a fixed proportion of the cost of the program. As school board spending rose

faster than the government's willingness to pay, the government's share of Basic Education Program funding went down.

2) Standard Costing

An alternative approach is for the provincial government to replace actual costs with its own calculation of acceptable or recognized costs. This can be done by setting standard service levels for each component of schooling which, together with appropriate cost factors, are used to build up the recognized cost of delivering a common education program throughout the province.

This is the approach adopted by the provincial government in 1982. It allows the government greater control over the recognized level of spending and thereby allows it to commit to maintain funding at 75% of the recognized spending level. However, by deviating from actual costs it generates considerable debate over the appropriateness of the formula used for setting service levels and costs.

3) Block Funding

The third approach would divorce funding from spending. A block of funds is allocated to the program are increased annually according to the capacity of the government to support public spending. For example, funding per pupil could be set in year one and indexed thereafter to the growth of the economy or government revenues. This would introduce a measure of stability into inter-governmental transfers and flexibility in actually meeting critical on-site educational needs. Such adaptability to local initiatives is in keeping with one of the major thrusts of this report, namely, the provision of opportunities for local needs to be addressed in creative and diverse ways.

This technique has been introduced to determine the federal-provincial transfer payments that help pay for health care and post-secondary education. A similar approach has been used for municipal financing in British Columbia, where revenue sharing entitlements are tied to the funds generated by a mixture of provincial revenue sources.

Before deciding among these alternatives we must examine in more detail the strengths and weaknesses of the present system.



7.E.2 THE FISCAL FRAMEWORK

7.E.2.A INTRODUCTION

The fiscal framework is the cornerstone of the present funding system. Through this technique the provincial government establishes for each district the recognized cost of the core education program—the level of spending it is prepared to help fund through government grants.

The fiscal framework is detailed and complex—the calculations for a single district take up many pages of computer printout. However, the essential features are straightforward: school operations are divided into seven broad areas, or functions, and each of these functions is further sub-divided into a number of separate programs. See Table 7.14 for the list of the seven functions and all the programs in function 1.

For most of these programs the government sets service levels and cost factors. Taken together these generate the recognized level of spending for the program. For example, the service level for classroom instruction in Grades 1 to 7 is one 'teacher unit' for every 25 students, for the first 1,600 students in a district. The cost factor is the cost of a 'teacher unit' including salary benefits plus an allowance for supplies and equipment. The fiscal framework amount is simply the sum of the recognized costs of each program.

On a per-pupil basis the fiscal framework spending level varies considerably from district to district: from a low of \$3,028 per pupil in Surrey to a high of \$8,166 per pupil in Stikine in 1987-88. Table 7.15 illustrates examples of the variation among districts.

TABLE 7.14: The Structure of the Fiscal Framework

The Seven Functions

1. Instruction (K-7)
2. Instruction (8-12)
3. Special programs
4. District administration and instructional support
5. Operations and maintenance
6. Auxiliary services
7. Transportation and housing

The Programs in Function 1

1. Kindergarten
2. Grades 1-7
3. Learning assistance
4. Language and cultural programs
5. Program Cadre
6. Library
7. Counselling
8. Implementation/in-service
9. Locally developed courses
10. School-based administration

TABLE 7.15: Variations in Recognized Cost Derived from the Fiscal Framework (1987-88 School Year)

<i>District</i>	<i>Cost/Pupil (\$)</i>
<i>Surrey</i>	<i>3,028</i>
<i>Richmond</i>	<i>3,214</i>
<i>South Okanagan</i>	<i>3,788</i>
<i>Gulf Islands</i>	<i>4,516</i>
<i>Central Coast</i>	<i>5,854</i>
<i>Stikine</i>	<i>8,166</i>
<i>Provincial average</i>	<i>3,461</i>

Source: Estimated 1987-88 Fiscal Frameworks and Gross Operating Budgets (Table 2) Ministry of Education, Schools Finance.



In general, instructional service levels are consistent across districts—with some recognition for the higher costs associated with small districts and remote schools. The highest costs can be explained by the transportation and operating costs associated with dispersed school districts and by the fixed overhead requirements of districts with low enrolment. Differences in grade enrolment, number of special education pupils, and average teacher salaries are also important in explaining differences in cost among districts.

The detailed calculations of the fiscal framework take on the form of a school district budget with dollars associated with each program. However, the government has consistently stated that the fiscal framework is a funding mechanism only, not a prescribed budget for school boards. For the most part school boards have complete discretion in setting their budgets.

Through its careful and complete calculation of cost differences the fiscal framework has led to a marked re-allocation of resources to districts compared to the old Basic Education Program. For example, the fiscal framework now locates a larger proportion of resources to the more remote and dispersed districts than the system it replaced, as illustrated in Table 7.16.

7.E.2.B CRITICISMS OF THE FISCAL FRAMEWORK

Since its introduction the fiscal framework has been criticized for a variety of reasons:

Inadequate service levels: funding fails to recognize certain activities in the service standards (for example, elementary counselling and teacher preparation time).

Inappropriate design: funding is based on the number of pupils and not on the number of classes that have to be offered (for example, in some districts, school size and grade compositions require boards to exceed the service standards).

Unrealistic cost factors: funding is not based on actual current costs but on those costs recognized by the provincial government (for example, use of prior year's teachers' salaries and no premium for sick time).

Poor incentives: cost-savings by districts can lead to a reduction in recognized costs and, therefore, in provincial funding. The fiscal framework penalizes districts for being efficient (for example, in function 5, Operations and Maintenance).

Distortion of local priorities: the detail and precision of the calculations have had a major impact on local decision-making. (For example, in local discussions the fiscal

TABLE 7.16: Impact of the Fiscal Framework—Comparison of Recognized Spending

District	Recognized Spending Per Pupil		% Change
	1981	1987-88	
Stikine	3,082	8,166	165
Vancouver Island West	2,650	4,997	89
Nechako	2,602	4,247	63
Nanaimo	2,210	3,236	46
Langley	2,205	3,063	39
Provincial average	2,283	3,461	52



framework has been used as a benchmark for assessing the adequacy of spending on specific programs for gifted pupils and other groups.)

As part of our research, teams visited 15 districts to interview district personnel, teachers, and parents about school financing issues. Those interviewed voiced concerns in each of the above areas about the fiscal framework.

Many of these criticisms highlight the difficulty of designing a funding formula such as the fiscal framework. On the one hand, the formula should be fair to all districts. To ensure equity, cost factors should reflect the actual experience of the districts. This is intended to ensure that districts which experience legitimately higher costs are not penalized. On the other hand, a formula such as this should reward cost effectiveness and discourage inefficiencies. To do so, standard costs and recognized levels of service should be included in the formula. In some instances it becomes very difficult to balance the need for equity with the desire for efficiency. For example, while the Ministry of Education may wish to provide a similar quality education in rural and urban areas, it does not want to encourage districts to keep small scattered schools open if a more efficient pattern is feasible.

Despite the criticisms, the level of acceptance of the fiscal framework as a funding technique appears to be increasing as school boards and officials become more comfortable with the new process. The integrity of the framework has been enhanced by the government's willingness to review suggested improvements. The government has established a Fiscal Framework Review Committee which meets annually to recommend modifications to the formula. This process has worked well—with the government accepting a large number of the changes recommended by the Committee. For example, the large adjustments to the fiscal framework for the 1988-89 school year were based on the recommendations of the Review Committee. Some important issues remain unresolved, but the Fiscal Framework Review Committee can and should continue to be the catalyst for change.

The fiscal framework has always been better accepted as a means of allocating funds

among districts than as a method of setting an appropriate overall funding level. To perform both roles the formula has to incorporate 'appropriate' salaries for teachers. Not surprisingly, this has been particularly controversial and remains the most difficult issue to resolve in a way acceptable to all parties.

7.E.2.C COLLECTIVE BARGAINING AND THE FISCAL FRAMEWORK

One of the most persistent criticisms of the fiscal framework has been its use of salary levels from the previous year. For example, the fiscal framework for the 1987-88 school year was based on September 1986 salaries. Critics have pointed out, correctly, that by using out-of-date cost factors, service levels in the fiscal framework have not been achievable.

During the restraint program, when the provincial government limited school district spending and taxation powers, the policy of using prior-year salary levels was particularly frustrating to school boards. Although the government's compensation stabilization program approved minimum allocations for teachers' salaries, the fiscal framework made no provisions for those amounts and gave boards no ability to pay increases.

With the return of taxing power on residential property in 1986-87, school boards were able to compensate for the 'out-of-date' salary factor in the fiscal framework by levying additional local taxes. Nevertheless, criticism of the salary calculation remained.

The provincial government has now responded to this criticism. Starting in 1988-89, the government is moving away from using prior-year district salaries as the primary cost driver in the fiscal framework. Instead, a province-wide average salary will be used for all districts; this salary will be increased by a factor that anticipates salary increases for the fiscal year in question. The annual increase will be tied to a suitable index. The precise index has not been finalized. It will be the subject of discussion between the government and the major educational organizations later this year. The changeover to the new system is to be phased in, beginning with a 50-50 combination of the old and new systems in 1988-89.



At the root of the debate about the treatment of teachers' salaries in the fiscal framework is an inherent contradiction between school funding and collective bargaining systems. Teachers' salaries are the most significant cost factor in public schools; those items driven by teachers' salaries account for a large percentage of the costs in the fiscal framework. Collective bargaining decisions are made locally between school boards and teachers. Yet the provincial government, which pays a significant share of any salary settlement, is not at the bargaining table.

Because the government is not a direct player in the collective bargaining process it is reluctant to 'ratify' automatically any locally negotiated salary settlement. The government would like the parties to arrive at a settlement within the bounds of the government's willingness to pay. However, over time, there is considerable pressure on provincial funding to keep pace with collective bargaining outcomes. If sufficient funds for teachers' salaries are not included in the financing system, service will be diluted or more costs will be passed on to residential property taxpayers. Any funding system has to come to grips with this problem.

The 'payment in arrears' approach was one response to this dilemma. School boards were expected to pay the full first-year cost of any salary settlement and the province shared in the cost only in the second year. The practice of recognizing salary increases 'in arrears' was not introduced with the fiscal framework. The Basic Education Program system that was in place prior to 1982 followed the same approach. School boards were expected to use their property tax base to pay the first-year cost of any salary settlement with teachers.

The government's proposed new system represents another way of balancing the search for a fair funding system with the realities of local collective bargaining. If an appropriate method of indexing can be found, this new approach may be acceptable to all the parties and will be an improvement over the 'in arrears' approach. However, we see some serious potential problems.

First, under the proposed new approach it is possible for recognized salary levels to deviate further and further from actual salary levels. The government will incorporate a

projected salary increase into the fiscal framework but will make no adjustment after the fact if actual salary settlements are higher or lower than the projection. If recognized salaries fall below actual salary levels, residential property taxpayers will pick up an increasing share of the cost of education.

Second, explicit allowance is not made for movement of teachers on the salary grid. These movements are not small. Over the past ten years average teacher salaries have increased by 120% but negotiated settlements account for only 96%. The balance is explained by the payment of experience and qualification increments and by the layoff of junior staff. Increases in average salaries caused by movement on the grid have been a significant cost driver for school boards.

Third, by making explicit reference to projected teacher salaries in the funding system, the government could make its presence felt in the bargaining arena in a way that will be seen as intrusive and confrontational. The new method of calculating teacher salaries could introduce a new and unnecessary source of friction into the formula.

Finally, by moving to a province-wide average salary, the government will no longer recognize in the fiscal framework differences in salary levels between districts. Average teacher salaries vary from district to district depending on the salary scale, or grid, in each district and on the position of teachers on their grid. Table 7.17 shows the range in district average salaries as of September 30, 1986. It also shows the range in salaries paid to a category 5 teacher at the top of the scale, or grid.

TABLE 7.17: Variations in Teacher Salaries Among Districts, 1987

	<i>Average Salary</i>	<i>Grid*</i>
<i>Highest</i>	40,194	43,512
<i>Lowest</i>	33,544	39,680
<i>Difference</i>	6,650	3,832

* Maximum salary in category 5.



As can be seen, there is a wider degree of variation in average salaries than in the grids. Thus, the position of teachers on the grid in a given district greatly affects that district's salary costs. By recognizing provincial average salaries rather than actual district salaries, districts with most of their teachers at the upper end of the salary scale are disadvantaged compared to those with a higher proportion of inexperienced teachers. (Also, some districts may have to pay higher salaries to attract teachers to remote areas of the province. This issue will be addressed in some detail in the following chapter of this report).

Nevertheless, the Commission believes that the proposed changes are a step in the right direction. The practice of recognizing actual district salaries has had serious drawbacks because it concentrates on only one outcome of the collective bargaining process. School boards are not compensated for differences in non-salary items. For example, if a school board and its teachers negotiate a smaller salary increase in return for more sick days or more teacher preparation time, the fiscal framework does not recognize the cost of these non-salary factors. If only salaries are recognized, there is less incentive to bargain for smaller class sizes in return for lower salaries. In addition, a system that recognizes actual salaries implicitly accepts the grid system and provides no incentive for changing that system. Hence, if actual salaries are recognized, the bargaining process is distorted. This distortion is less acceptable today than it was in previous years because teachers have been granted full bargaining rights.

The Commission recommends:

4. That the provincial government:
(1) replace the present system of calculating recognized costs with a block-funding formula;

(2) discuss the design of this formula with the major provincial educational organizations; and

(3) retain the formula in place for a period of five years.

5. That the government remove all references to teachers' salaries from the funding formula.

6. That the fiscal framework be used as

part of the funding formula to set relative funding levels for districts.

7. That the Fiscal Framework Review Committee: (1) continue to study and recommend structural changes to the fiscal framework, and (2) pay particular attention to simplification and necessary restructuring of the formula, particularly those functions related to operations and maintenance.

8. That the provincial government not use the fiscal framework to counteract bargaining outcomes.

7.F THE PROVINCIAL-LOCAL SHARING RATIO

Determination of the recognized spending level for each district is only the first step in setting the level of provincial operating support. The second step requires the government to decide on the proportion of recognized costs to be covered by provincial grants and the proportion by local revenue—that is, the sharing ratio. The goal is for grants to be distributed in such a way as to ensure that each board is able to provide the core education program without resorting to unduly burdensome levels of additional local taxation. Put differently, grants are allocated such that differences in fiscal capacity and cost do not prevent school boards from delivering the core education program. There is a strong element of equalization in provincial grants.

Today, government grants cover on average 75% of recognized spending, with the balance financed by school boards through local taxation on residential property. The government grant varies from district to district; districts with a stronger revenue base receive less support than those with a weak revenue base. The sharing ratio is calculated as follows:

1) Each district receives a basic grant equal to 55% of recognized or shareable spending.

2) Each district may receive a shared-services grant to help them fund part of the remaining 45% of their recognized spending. Grants are given in proportion to each district's capacity to raise revenue relative to its needs—that is, 'wealthier' districts receive a smaller percentage than 'poorer' districts.



The index of revenue-raising capacity used to determine the shared-services grant is the assessed value of residential property per pupil. The value of the residential property in a district directly affects the school board's ability to raise property tax revenue. For example, Kamloops is able to raise \$90 per pupil from a tax rate of \$1 per thousand, less than one-third the amount that can be raised by Burnaby using the same tax rate. Figure 7.1 illustrates the grant determination process for three hypothetical districts. Table 7.18 shows the sharing ratios for selected school districts in 1987-88 and the associated revenue-raising capacity of those districts.

The present method of setting the sharing ratio was introduced in 1982 in response to problems with the basic levy system. Under the basic levy approach, the local contribution was the amount of money that could be raised in the district from a standard tax rate on property (the basic levy). The provincial grant was simply the difference between the recognized spending level and the local contribution raised by the basic levy.

The basic levy system was simple to understand and could be easily justified on the basis of its apparent equality of treatment: all property

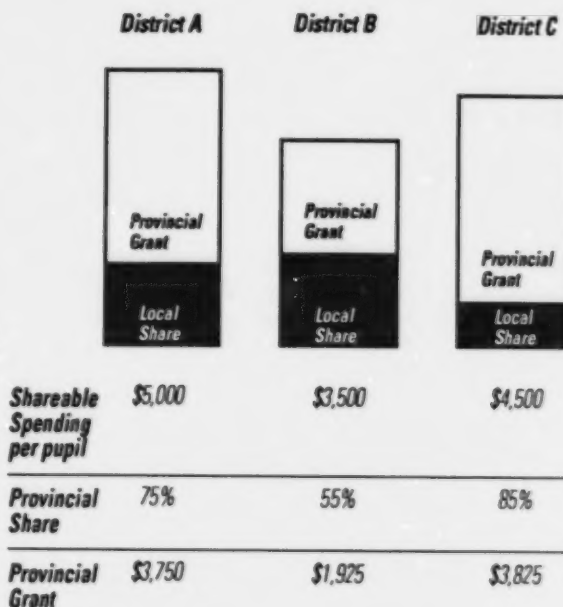


FIGURE 7.1 Determination of the Provincial Grant

TABLE 7.18: Sharing Ratios for Selected Districts, 1987-88

District	Provincial Sharing Ratio (%)			Revenue Raising Capacity Assessed value/Pupil (\$'000)
	Basic	Shared Services	Total	
West Vancouver	55	0	55	553
Burnaby	55	4	59	280
Qualicum	55	14	69	204
Creston	55	22	77	146
Langley	55	26	81	121
Kamloops	55	30	85	90
Fort Nelson	55	35	90	54
Provincial average	55	20	75	170



taxpayers in the province were taxed at the same rate to support the basic or 'core' education program. However, the basic levy system had two significant weaknesses. First, the grant received by a district could change quite dramatically from one year to another in response to fluctuating property values. Second, equity in tax rates between districts disguised inequity in taxes paid. The average homeowner in Prince George paid the same tax rate as the average homeowner in Richmond, but only half of the taxes because property values were so much lower.

These negative features of the basic levy system became pronounced in 1981 when residential property assessments rose dramatically in the lower mainland. Provincial grants to lower mainland districts were reduced and the divergence in taxes paid between regions grew.

Today's system was introduced to alleviate these two weaknesses while preserving equity in funding. It did this by providing greater stability and predictability to the grant received by a district and by moving away from uniform tax rates toward more uniform levels of taxes paid.

The changes appear to have achieved their objectives. Districts are guaranteed a minimum grant equal to a fixed percentage of their shareable operating budgets. In general, homeowners in 'poorer' districts (those with a lower assessed value per pupil) have higher tax rates than 'wealthier' districts—but still pay lower taxes. Table 7.19 shows some examples of the variation in tax rates between districts together with the gross taxes paid on the average home. If the basic levy system were in place today the uniform tax rate would be \$5.11 per thousand.

Although the changes appear to have been successful, some problems remain. First, the formula for determining the sharing ratio is not well understood—even by people knowledgeable in the field. This is due in part to the complexity of the formula (in the discussion above we have outlined the essential features only), but also to the fact that much more attention has been given to the fiscal framework.

Second, the formula has been changed frequently since it was introduced in 1982: for example, the definition of recognized spending has been expanded to include the Teachers' Pension Plan; the basic grant percentage has been reduced from 60% to 55%; and the threshold level has been changed to allow more of the 'wealthier' districts to receive a shared-services grant. These changes have been announced to

TABLE 7.19: Variations in Tax Rates and Gross Taxes, 1987 Tax Year

<i>District</i>	<i>Residential Tax Rate (\$/1,000)</i>	<i>Gross Taxes on Average Home (\$)</i>
<i>Vancouver</i>	4.81	514
<i>Greater Victoria</i>	5.14	411
<i>Vernon</i>	5.45	304
<i>Prince George</i>	6.02	289
<i>Kimberley</i>	7.59	250
<i>Provincial average</i>	5.11	353

These are the tax rates required to support shareable spending. They are not the full tax rates levied by the school boards.

Source: Ministry of Education

districts at the time they are informed of their annual grant. Very little discussion has been held with school boards prior to introducing the changes.

Third, as shown in Table 7.20, tax rates to support the core program are, in some cases, substantially different between neighbouring districts.

TABLE 7.20: Variations in Tax Rates Between Neighbouring Districts, 1987 Tax Year

<i>District</i>	<i>Residential Tax Rate (\$/1,000)</i>
<i>West Vancouver</i>	2.91
<i>North Vancouver</i>	5.07
<i>Cowichan</i>	5.29
<i>Lake Cowichan</i>	7.46
<i>Penticton</i>	5.27
<i>Keremeos</i>	7.43

Source: Ministry of Education



In addition, our own research has shown that the new system has had other unintended consequences: districts with higher costs per pupil need to levy higher tax rates to support the core program; districts with similar revenue raising capacities can have quite different tax rates.

On close examination the variation between districts in tax rates to support the 'core' program is almost all explained by differences in cost between districts rather than differences in ability to raise revenues. Tax rates are higher in 'poorer' districts not so much because of their low revenue raising capacity but because of the high cost of operating schools in those districts. Table 7.21 illustrates this observation for a sample of districts.

The issues surrounding the sharing ratio were not prominent in the submissions to the Commission and have not been subject to the same debate and scrutiny as the fiscal framework. The British Columbia School District Secretary-Treasurers Association recommended a simple and appealing approach: the provincial government should pay 100% of the costs of the recognized program. This suggestion avoids the sharing issue and any controversy over district's ability to pay. However, it would require the

government to increase funding by over \$400 million. We do not believe this is a realistic option unless other provincial costs are reduced. Since larger provincial grants to school boards would provide tax savings to residential taxpayers, the Secretary-Treasurers' proposal could be financed, in part, by elimination of the Homeowner Grant. However, the net result would be a redistribution of tax burden from higher priced to lower priced homes within each district. We do not believe such a change would be supportable.

The Commission concludes that the practice of varying provincial grants according to local need and local ability to pay is a well entrenched feature of education finance that should be retained. However, the precise methods of determining the need and ability to pay have been subject to debate—especially the reliance on assessed property values as a measure of local 'ability to pay.'

The Commission believes that the decision to move away from the basic levy system was sound. We agree that assessed property values are not an ideal measure of ability to pay and that a funding system should accept some variation in tax rates to support the core program. We also believe the

TABLE: 7.21: Tax Rates to Support the Core Program (Comparison of Districts with Similar Revenue Raising Capacities, 1987 Tax Year)

<i>District</i>	<i>Residential Tax Rate (\$/1,000)</i>	<i>Revenue Raising Capacity (Prov. Avg.=100)</i>	<i>Cost Per Pupil (\$)</i>
<i>Saanich</i>	4.76	151	3,530
<i>Windermere</i>	6.55	147	4,398
<i>Cowichan</i>	5.29	86	3,691
<i>Creston</i>	7.33	86	4,575
<i>Mission</i>	5.52	56	3,405
<i>Keremeos</i>	7.43	58	4,821
<i>Terrace</i>	6.86	37	3,971
<i>Central Coast</i>	10.23	39	5,971



concept of a minimum grant is sensible. Therefore, we support in principle the changes to the sharing ratio in 1982. However, the precise sharing formula is flawed.

Today's grant allocation system generates differences in tax rates among districts for the wrong reason—because of cost differences, not 'ability to pay' differences. This accounts for sharp differences in tax rates among districts in the same region of the province. Hence the formula should be re-designed.

The Commission recommends:

9. That, in establishing the ratio of sharing school costs between the province and school districts, the provincial government continue to recognize distinct local revenue-raising capacities. Further, that the principle of equity of tax burden be retained.

10. That the provincial government re-design the sharing ratio to ensure that: (1) districts with similar capacities to raise revenue levy similar tax rates to support the 'core' program, and (2) districts with higher recognized per-pupil costs should not be expected to levy higher tax rates.

11. That the provincial government derive a new index of revenue-raising capacity that will generate more evenness in taxes paid by the average homeowner in each district.

12. That any proposals for change to provincial-local district funding arrangements be a matter of consultation with major provincial educational organizations before they are introduced.

13. That the mandate of the Fiscal Framework Review Committee be expanded to include periodic review of the provincial-school district sharing ratio.

7.G CAPITAL FUNDING

The discussion to this point has been concerned with spending and taxation for operating purposes. However, capital funding for school facilities and equipment is an important part of public school financing. In 1988-89, more than \$170 million will be spent on payments to service long-term debt incurred to finance capital expenditures.

Capital expenditures are incurred for a variety of purposes—capital maintenance and upgrading, transportation equipment, renovation and replacement, and new space.

By law, school boards cannot undertake capital expenditures without the prior approval of the Ministry of Education. Boards are required to submit capital spending requests to the government for review and authorization. Not all requests are approved and not all are eligible for joint-funding with the government.

Approved, eligible projects are financed through long-term debt; the government helps school boards to pay the debt-servicing costs. On average the government pays 84% of costs. School boards pay the remaining 16% through their levy on residential property. The provincial government finances its contribution through general revenue and through part of the proceeds of the province-wide levy on non-residential property. The proportion of debt servicing costs covered by provincial grants varies from district to district depending on each district's ability to pay. The sharing-ratio ranges from 58% in West Vancouver to 97% in Fort Nelson.

Many of the concerns expressed to the Commission about capital funding paralleled similar issues on the operating side.

7.G.1 ADEQUACY AND STABILITY OF FUNDING

Over the last ten years capital spending approvals have been extremely volatile—ranging from a high of \$220 million in 1981-82 to a low of \$20 million in 1983-84 (see Table 7.22). Although capital spending is by nature more uneven than operating, the pattern of capital approvals has been dictated by the provincial government's fiscal policies rather than by changes in the requests for funding. When provincial revenues were strong, approvals were large. During restraint, approvals were cut back to a bare minimum.

In some ways school boards were able to respond more easily to reductions in capital spending than to restrictions on operating spending. Capital projects were simply postponed. But many submissions to the Commission drew attention to the impact of this neglect on the quality of the school environment and the eventual cost of repairs.

Some submissions anticipated the probable need for large capital expenditures over



TABLE 7.22: Approved Capital Budgets

<i>Fiscal Year</i>	<i>Approved Budgets (\$ million)</i>
1978-79	94
1979-80	99
1980-81	126
1981-82	220
1982-83	146
1983-84	20
1984-85	53
1985-86	54
1986-87	76
1987-88	100
1988-89 (est.)	132

the next decade as many of the schools in the province reach 'middle age.' A background paper prepared for the Commission indicates that approximately 60% of the schools in the province were built in the 20 years after the last war, in response to the baby-boom. Many were built quickly, using wood frame construction techniques, and are now showing the effects of natural wear and tear. There is considerable concern that this less visible problem of school funding will become a major concern if additional funds are not allocated to facilities.

At the same time that facilities are wearing down, the children of the baby-boom generation are working their way through the school system; overall enrolment is expected to increase over the next decade.

The government has announced approved funding in excess of \$130 million for 1988-89. This represents a substantial increase over recent years, but remains well below average funding for the late 1970s and early 1980s. When inflation is taken into account, spending approvals in 1988-89 are

40% below the level they were ten years ago. The British Columbia School District Secretary-Treasurers Association summed up the situation this way: "The Province will face a facility crisis in the near future if attention is not paid to a basic component of the public education system—the school."

When dealing with capital expenditures, school boards must be able to consider three important factors in context over time: repair and maintenance, capital replacement, and utility of function. (The provision of services to special needs students, varied instructional patterns, and the growing use of technology have led to more complex educational specifications than were required when the buildings were originally designed). Decisions to ensure adequate function and safety can be made in a fiscally prudent manner only if school boards know what their capital approvals are to be for the foreseeable future, not merely for the current year.

The provincial government has taken steps to improve the predictability of capital funding for projects which extend the life of facilities such as roof replacement and electrical upgrading. A capital allowance has been included in the fiscal framework for each district based on the age and replacement cost of the facilities in the district. This capital allowance will total \$23.5 million in 1988-89.

7.G.2 THE SHARING RATIO

The formula used for determining the sharing ratio for capital funding was not changed in 1982 when the government took control over the non-residential tax and amended the method of setting the sharing ratio for operating purposes. Therefore, the sharing formula for capital continues to regard non-residential taxation as a local source of revenue and uses a completely different approach for establishing the provincial share, in comparison with the operating formula. The consequence is that the residential tax is now bearing the cost formerly borne by the combined residential and non-residential tax. Very little attention has been given to this issue.

It is difficult to justify the uneven and unpredictable pattern of capital approvals over the past ten years. Unlike some areas of



public spending, capital expenditures in education do not lead to higher operating costs. Indeed, project costs may increase if postponed renovations develop into more serious structural problems. Therefore, stability of funding is an appropriate objective for capital funding as well as for operating costs.

While a stable core of funding is necessary, the government must also recognize that capital costs will probably continue to grow over the next ten years in response to emerging enrolment patterns and to the natural aging of the capital stock. Resources will have to be found to meet these needs.

We have already suggested that the government redesign the sharing ratio for operating grants. In principle, we see little reason for the formula for capital needs to be substantially different from that for operating purposes. Moreover, to reduce the complexity of the overall funding system we see great merit in amending the sharing formula for capital to bring it closer to that used for operating purposes. We recognize, however, that the process of transition may have to allow for the application of a revised formula only to new capital approvals.

The Commission recommends:

14. That the Ministry of Education restore capital spending approvals to a level adequate to fund the ongoing maintenance, upgrading, and replacement of facilities and major equipment in the school districts of the province.

15. That the Ministry of Education, to ensure greater stability and predictability in capital funding, move to a system of multi-year capital approvals.

16. That the Ministry of Education and school districts develop a special program to respond to the deteriorating condition of the large number of schools built in the immediate post-1945 period.

17. That the Ministry of Education amend, in consultation with the school districts, the formula for sharing capital costs to bring it closer to the formula used for setting operating grants.

7.H ACCOUNTABILITY

Accountability means the obligation to answer for a responsibility that has been conferred. It thus presumes the existence of at least two parties: one who allocates responsibility and one who accepts it with the undertaking to report upon the manner in which it has been discharged. The nature of accountability relationships and the information to be reported will thus depend on who has delegated what responsibilities to whom and under what conditions.

The Commission believes, in keeping with cost-effective principles, that the people and agencies who have assumed responsibility for educational services should be accountable to those who support them. Shown in Figure 7.2

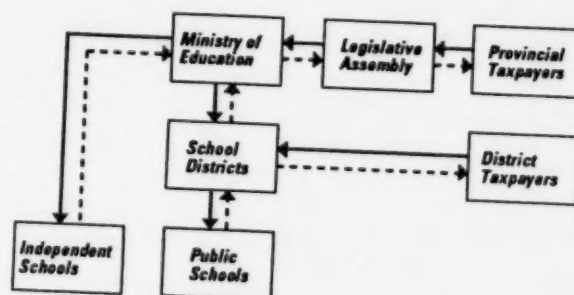


FIGURE 7.2 Accountability Relationships

are the accountability relationships for education within this province. The solid lines show the flow of provincial funding, in directions as discussed previously in this chapter; the dotted lines show the reciprocal flow of information. Public schools are thus accountable directly to school districts, which are, in turn, accountable both to taxpayers within the district and to taxpayers at large through the Ministry of Education; independent schools are accountable to taxpayers through the Ministry of Education.

Broadly, accountability can be divided into two categories: procedural and consequential. The former includes financial accountability (the requirement to provide a complete and accurate financial accounting of the use of public funds) and compliance (the requirement to comply with the various statutes and regulations associated with public funding).



Consequential accountability is more complex and requires the provision of information on how resources have been used and what has been achieved. The main categories of consequential accountability are: first, efficiency—the ratio of resources used to some standard output or activity measure such as the number of students; second, effectiveness—the extent to which the objectives of publicly funded programs have been achieved; and last and most complex, cost-effectiveness—the linking of a measure of efficiency, such as cost per student, to a measure of effectiveness, such as the number of school graduates continuing to post-secondary education. In the final analysis, the interesting questions all boil down to cost-effectiveness, but the complexity of relating dollars spent to outputs is such that measurement usually starts with approaches to efficiency and effectiveness.

In looking at the two building blocks of consequential accountability and their linking in cost-effectiveness, a very clear order of priority should pertain. Effectiveness means 'doing the right thing' and efficiency, 'doing the thing right.' There is obviously no point in 'doing it right' but not 'doing the right thing.' So, effectiveness should clearly drive the system. The trick is to be effective, but to be effective as efficiently as possible; in short, to be cost-effective.

The Auditor General of British Columbia audits the financial accountability and compliance of the Ministry of Education on an annual basis. A major comprehensive audit of consequential accountability in elementary and secondary education in British Columbia was also released in mid-April, 1988, by the Auditor General. Focussed on the role of the Ministry of Education in setting objectives, and measuring and reporting costs and effectiveness, this audit did not examine in any detail the accountability of districts, or of schools within districts, or of non-public schools.

To complement the Auditor General's study, the Commission undertook its own examination of the accountability practices in a representative sample (selected according to region, size, budget, school decision-making authority) of 15 school districts. The results of this examination follow.

7.H.1 PROCEDURAL ACCOUNTABILITY

At the school district level, school officials annually submit audited financial statements to the Ministry of Education. Although there is no formal compliance reporting by, or compliance auditing of, school districts, management systems are in place in the 15 districts surveyed to ensure due regard to compliance with statutory and regulatory directives. The public in British Columbia can be assured that the funds allocated to school districts are handled with probity.

7.H.2 CONSEQUENTIAL ACCOUNTABILITY

Less evidence of consequential accountability is presently available. Consequently the public gains only a restricted view of what it receives for the resources it devotes to education. In part, the reason for this apparent deficiency can be traced to the limited reporting of available information. Schools, for example, have traditionally seen the main target of such information as the parents, principally through report cards sent to the home and through school-based activities that engage the immediate school community (such as parent nights and parent advisory committees). At the district and Ministry levels, important consequential measures include such things as the provincial learning assessments at Grades 4, 7, and 10, the Grade 12 provincial examinations, and the external accreditation of high schools. Full results from these indicators are reported mainly to professional and elected educational officials. Taxpayers with no children in school, who as a group comprise approximately 70% of all taxpayers, receive only limited results.

Moreover, the measures described above are generally measures of educational outcome; links to measures of efficiency are rarely made in terms that allow public assessment of cost-effectiveness. As with other social programs, the Commission notes, procedures for relating effectiveness and efficiency in clear and unambiguous ways are complex and difficult to execute. Nor should we forget that only some educational



outcomes lend themselves readily to analysis of cost-effectiveness; others of great value do not. The results of a good education are not always immediately apparent, nor do they necessarily show up on a balance sheet of inputs and outputs.

Nevertheless, from the public's point of view, and its embodiment in the view of provincial authorities, improved accountability by districts is necessary. And from the districts' point of view, persuasive representation of 'value for money' would enhance their prospects of attracting adequate and stable funding in a climate of fierce competition for public resources. It remains true that accountability is not an end in itself; it must be approached in a pragmatic, developmental way consistent with feasibility. There is clearly no point in requiring districts to spend so much time being accountable that they have no time to do anything to be accountable about!

Considerable obligation also exists for those who receive accountability information to use it, and to use it in a way which provides suitable incentives to those held accountable. It would, for instance, be perverse to establish and act on the basis of performance measures which failed to capture the primary objectives of the activity measured and which drove teachers to teach to the performance test rather than the intended (but unmeasured) larger task. It would be equally inappropriate to require information on value for money and yet continue funding in a manner unrelated to demonstrated performance.

The provincial goals and objectives outlined earlier in this report suggest a necessary first step in the development of appropriate accountability procedures. Goals at the provincial level should be complemented by those at the district and school level; the development process for such goals should be consultative and cooperative. The public interest should be represented—as should the interests of all those with a more direct stake in the system—to ensure commitment to the establishment of realistic and specific system goals.

Efficiency. The Commission notes that present audited financial statements are organized in terms of the fiscal framework.

In keeping with our earlier recommendation that the present system of calculating recognized costs be replaced with a block-funding formula, and to improve this aspect of consequential accountability, we suggest that Ministry of Education and school district officials develop and implement a set of procedures which more appropriately reflects actual district and school function, program, and activity costs.

Effectiveness. A few province-wide indicators of educational outcomes are presently reported to the Ministry of Education and the public; the Ministry's program evaluation initiative in this area is to be commended. To further enhance these indicators, a set of measures of educational effectiveness is needed at the district level to distinguish the 'value-added' by districts—that is, to take into account the initial level of preparedness of students in each district and to reflect the degree of achievement of provincial goals and objectives expressed in a set of performance targets. These measures should be developed jointly by the Ministry of Education and the districts and should be reported annually to the Ministry and the public by all districts on a consistent basis. Such information should be provided in a way which permits external validation of performance by districts, although great care must be exercised because of the large number of variables that must be considered when evaluating student achievement. Great care must also be exercised to see that the measurement instruments remain as evaluating tools and do not become the 'drivers' of district programs.

Cost-Effectiveness. There is considerable resistance in districts to linking resources spent to outcomes achieved in the educational system in British Columbia, and in many cases with good reason. This is a difficult issue, but it cannot be ignored—such information is critical to assist in determining how much money should be spent in those areas that lend themselves to cost-effectiveness analysis. The Commission urges the Ministry of Education, in collaboration with school districts, to continue to pursue its initiative in the *1987 Annual Report* linking effectiveness measures to resource utilization measures.



The Commission recommends:

18. That the Ministry of Education, school districts, and schools take steps collaboratively to improve their accountability processes. Further, that in doing so, the following suggestions made to the Commission be considered:

(1) the development of outcome measures related to established educational objectives;

(2) the establishment of methods for relating outcome data to financial data and use of resources; and

(3) the initiation of improved and more extensive means of periodically communicating such data to constituents.

19. That the Ministry of Education support district accountability initiatives with increased financial resources and expertise.

7.H.3 MANAGEMENT SYSTEMS

Management structures, systems, controls, and practices appear to be well designed to serve procedural accountability, and, to some extent, the value-for-money question of economy in purchasing. However, they do not serve the issues of efficiency, effectiveness, and cost-effectiveness as well as they might. The absence of planning mechanisms and approaches to collecting—far less reporting—data on costs and educational outcomes is particularly apparent. The Ministry of Education should work consultatively with districts to ensure that improved management systems are designed and implemented in all districts, with particular attention to reporting to the Ministry and the public.

CHAPTER 8:

SUPPORT SYSTEMS FOR LEARNING

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8: SUPPORT SYSTEMS FOR LEARNING

8.A CONTEXT FOR SCHOOL GOVERNANCE AND ADMINISTRATION

This chapter focusses upon the governance and administrative structures which support the provincial school system and sustain the major components of schooling described earlier in this report. Its ultimate concerns are the leadership and decision-making exercised by elected and appointed officials responsible for overseeing and managing the educational system. What takes place inside classrooms is influenced greatly by the policy and management decisions made by these officials on behalf of youngsters and the provincial community in general.

Our discussion is divided into two parts. We examine first the context for governance and administration, its legal basis, the structures that describe it, the roles of elected and appointed officials, and the processes for public and parental involvement in school affairs. In the second part, we examine seven critical problems currently faced by governance and administrative officials in British Columbia. The chapter ends with a discussion of the suitability of existing school legislation and some summary comments on the cost implications of the recommendations we have made throughout the body of this report.

8.A.1 LEGAL BASES FOR SCHOOLING

In British Columbia, as in all Canadian provinces, the Legislature, under the terms of Section 93 of the *Constitution Act of Canada*, is responsible for the provision of public schooling. Authority is assigned to the Minister of Education who, in turn, delegates certain powers to appointed government officials in the Ministry of Education as well as to school boards, independent schools, and their employees. Legislation pertaining to the delivery and support of provincial schooling includes the following:

- (1) The *School Act*, which governs the management of the public school system;
- (2) The *School Support (Independent) Act*, which establishes the financial basis for government funding of independent schools and for voluntary accreditation of funded and non-funded independent schools;
- (3) The *Education (Interim) Finance Act*, which governs the operational funding of the public school system; and

- (4) The *Teaching Profession Act*, which empowers a College of Teachers to establish standards for the education, responsibilities, and competence of its members.

No fewer than 30 other statutes, both federal and provincial, have a substantial, though less direct, impact upon schooling. Under the *School Act* and the *School Support (Independent) Act*, the provincial system, today, consists of two sectors: the public school sector which is large and publicly funded, and the smaller, non-public school sector comprised of independently organized schools, some of which receive partial public support. The first part of this chapter focusses on the governance and administration of public schools; later, in section 8.C.2, we examine non-public schools and the issue of public support for such institutions.

8.A.2 GOVERNANCE STRUCTURES

To operate the public schools, the provincial government has created 75 school districts, each governed by a school board of three, five, seven, or nine trustees elected by the voters living within the district's boundaries. Each board has been granted responsibility for the educational and financial operations of the schools within its jurisdiction. To meet this obligation, school boards employ district and school administrators, teachers, and non-teaching staff, and assign them the responsibility to provide students with appropriate educational services consistent with legislative and community requirements. They delegate to principals and school staffs the authority necessary to provide the structures and processes for teaching and learning, as well as those required to meet the school's responsibility to the community at large. In effect, then, British Columbia public schooling is characterized by three levels of governance and administration.

The Commission believes that learners are well served by and that learning is enhanced by the provision of responsive and effective governance and administrative processes. Governance is the mechanism which translates the will of the people, through the efforts of elected representatives, into statutes, policies, and regulations



designed to guide, direct, and support teaching and learning. It represents the formal interface between the public expression of beliefs, values, and philosophies and their conversion into educational activities.

Administration is the process which transforms the intent of governance, through the efforts of appointed staff, into specific structures, actions, and programs.

An effective educational governance system is one which mediates among the competing interests and values manifested by various public constituencies and translates public priorities into strategies to achieve such objectives. It relies upon sound, well-defined, and mutually supportive relationships between governing officials and appointed staff. Such a system functions best in an organizational setting which is both responsive and stable and which can, in a routine manner, adjust and accommodate the changing demands of the social environment at the community and provincial levels.

8.A.3 COMMUNICATIONS PROBLEMS

Little in the way of major criticism of this tri-level framework for school governance and administration was received by the Commission. It is the opinion of this Commission that, over the decades, both in this province and elsewhere, this organizational framework has satisfied public needs for participation in educational policy making; it has been effective in monitoring the quality and kind of educational services delivered to youngsters and their parents. We see no reason to change present governance and administrative structures.

Improvements, however, are needed to make the system work better. Clearly, a need exists for greater involvement and cooperation among personnel at the three levels of governance and administration (provincial, district, and school), and with other people and organizations who represent special interests in education. In addition, the Commission feels improvements are needed in the areas of recruitment, development, and protection of individuals charged with responsibility for these functions.

The more complex the undertaking of any organized effort, and the greater the

number of people with different roles at different levels, the more essential is the need for structures and processes designed to ensure cooperation. The organization of the public school system is characterized by such size and complexity. For example, communication among provincial, district, and local school levels could be greatly improved; the provincial authorities, as the senior branch of government, could play an important role in this regard.

In previous chapters of this report, we noted instances where changes were introduced into the school system by provincial authorities without adequately consulting or notifying district and school personnel responsible for implementing such changes. The introduction of new courses and topics, for example, or the rapid way in which curriculum change has occurred, has resulted in an 'over-crowded' curriculum. Similarly, unexpected changes to provincial-local sharing formulas and misunderstandings about the fiscal framework have caused concern among district administrators leading to instances of 'crisis management' in our schools. Within the life of the Commission itself, legislative changes resulted in confusion on the part of teachers and others. Such changes, when introduced without consultation and due regard for implementation, reflect a lack of clear direction and planning and help create feelings of acrimony and distrust.

The Association of British Columbia School Superintendents, in referring to this situation, commented: "The public schools of British Columbia have suffered from the lack of stability and predictability in the past few years. If schools are to be managed for the benefit of children with whom they are entrusted ... key educational groups must be consulted as part of the planning process." The British Columbia Teachers' Federation, in their submission, summarized: "It is this style of interposition of major new ideas and processes that bedevils the rational and consistent development of educational policy and the governance structures that go with it." The British Columbia School Trustees Association, seeking corrective actions, advised: "We cannot emphasize too strongly the need for proper process in developing a coherent and uninterrupted evolution of public education in British Columbia."



Evidence of the positive outcome that can be expected from such consultation can be seen in the increasing level of acceptance of the fiscal framework. As described in the previous chapter, the Ministry of Education has established a Fiscal Framework Review Committee which meets annually to recommend modifications to the formula. This process has worked well, with the Ministry accepting a large number of changes recommended by the Committee. Some important issues remain unresolved, but this Review Committee can and should be the catalyst for systematically introduced change. Similar needs for such consultation exist with respect to curriculum development, implementation, and evaluation, to mention but a few areas.

8.A.4 SYSTEM-WIDE COOPERATION

Early in this report, we indicated that the activities of this Royal Commission represented a visible exercise in responsible democracy. People, as individuals or as members of organizations, exercised their right to be heard and came forth in large numbers to present their views on schools. The process demonstrated, over and over again, the wealth of positive, constructive input that is available to provincial policy makers. We believe that this great resource of human capital, which has immeasurably aided our efforts, could make major contributions to others entrusted with the direction and well being of the educational system.

The Commission recommends:

1. That the Ministry of Education establish, by statute, an Education Advisory Council, which would meet quarterly to discuss matters of significance respecting British Columbia's system of education. That membership include representation from each of the following organizations, such persons to be named by those agencies: British Columbia School Trustees Association; British Columbia Teachers' Federation; Federation of Independent Schools Association; the university community; Association of British Columbia School Superintendents; British Columbia School District Secretary-Treasurers Association; British Columbia

Principals and Vice-Principals Association. Further, that the council include representation from each of the following segments of the British Columbia society: students, parents, the business community, the labour community, and the arts and scientific communities.

2. That a Provincial Curriculum Committee be established, as a standing committee of the Education Advisory Council, for the purpose of advising the Minister of Education, through the Education Advisory Council, on matters affecting curriculum development, implementation, and evaluation. That membership include representation from the Ministry of Education, British Columbia School Trustees Association, British Columbia Teachers' Federation, the university community, students, parents, business, labour, and the arts and scientific communities. Further, that the Committee be granted authority by the Education Advisory Council to establish *ad hoc* specialist sub-committees necessary to complete its tasks.

8.B LEADERSHIP AT LOCAL LEVELS

8.B.1 PARENT AND COMMUNITY INVOLVEMENT

Parents' views about schools were made known to the Commission in various ways: through individual briefs, through the report of the Commissioner's Working Group of Parents, and through the recommendations of the British Columbia Home and School Federation based on over 6,000 returns. Such sources indicate the desire of parents to be involved in schooling and to assume responsible, assisting, and advisory roles in education. There is a natural interest and a natural wish to be involved, not necessarily in active governance positions, but in advisory capacities to school authorities and school districts. Parents generally believe—a belief to which this Commission subscribes—that parent-teacher cooperation, and mutual understanding between a child's home and school, will



result in a superior learning environment for that child. Moreover, parents rightfully feel they are entitled to full and accurate information about not only their own child's progress, but also about the goals and policies of their school and school district—as well as to an advocacy role or voice when they so desire.

When asked the question “How can school-community relations be strengthened?”, 80% of the public and 75% of the educational professionals who responded to *Let's Talk About Schools* favoured school councils for individual schools comprised of parents and other community members. This sentiment, echoed by the British Columbia School Trustees Association, is one that we support. In fact, the Commission believes strongly in the value of elected consultative committees of parents who are closely associated with schools and who meet regularly to discuss all aspects of school policies and procedures and who offer advice to school principals and staffs, and, through them, to school boards.

To increase the responsiveness of schools to the community around them and to encourage greater community involvement with schools, membership on consultative committees should also be extended to the community at large. Schools are places where adult learning sometimes takes place, where employers and school staffs design work-study programs, and where many community events and meetings are held. We believe learning is enhanced for everyone when schools are responsive to the communities they serve. It should be recognized, also, that education must compete for its share of public spending and that it remains heavily reliant on the support of people without children in schools, a group that now comprises approximately 70% of all taxpayers. The participation of such people on consultative school and district committees will help inform the community at large about the importance of schooling and its need for continuing and sustained support.

The Commission recommends:

3. That each of the 75 school districts of the province adopt policies and procedures which provide for a designated role for parents and other community members through membership on parent-community advisory committees at the district level and at each school within the district.

8.B.2 SCHOOL TRUSTEES

Many briefs to the Commission emphasized the importance of school control at the local level by people who are knowledgeable about community needs and priorities. The Commission concurs with this view and sees no reason to change the system of elected school trustees. Among their roles, board members, under the Act and its regulations, ensure that provincial educational policy is implemented, contribute to the development of provincial educational policy, establish district-wide policy to direct all schools within their jurisdiction, manage school district personnel, allocate provincial resources within their school district, determine the financial resources to be raised within the local community for educational purposes, and manage the physical plant.

Trustees discharge these responsibilities within the context of a changing, complex, and diverse society. In the course of their work, they face issues of enormous variety, ranging from second language instruction, pressure for French Immersion and heritage languages, ‘mainstreaming’ children with a variety of disabilities, establishing schools for the ‘gifted,’ feeding the hungry, as well as pressure from parents for services beyond those approved by the province. They also must deal with problems to do with aging buildings, the provision of special facilities for disabled learners, and the opening and closing of schools as district populations change. Recent changes to the collective bargaining process, including the right for teachers to strike, are also matters that fall within their authority, as are issues to do with raising local revenue from taxpayers, most of whom do not have children in schools.



Clearly, the social context of the 1980s in which trustees work is more dynamic in character than at any time in the past.

It is against this backdrop that the Commission considered the length of terms of office for trustees. (We did not concern ourselves with the current regulations regarding eligibility, other than to note that conflict of interest and problems of confidentiality issues appear best revolved at local levels through board discussion and policy development.) In June, 1987 the *Local Election Reform Act* changed the terms of reference for municipal and school board elections, calling for complete boards and councils to be elected every three years. Previously, school trustees were elected for a two-year term. In some districts, the entire board was elected biennially. In others, annual elections were held, with approximately one-half of the positions filled at each election.

In studying possible changes, the Commission considered the issues of cost, expression of public will, continuity, mid-term resignation, and, in general, system growth and maintenance. No single pattern of terms satisfied every criterion. We present below what we see as a more defensible pattern based on the belief that: (1) a complete changeover of board membership at an election is potentially disruptive and threatens board stability, (2) the people, in association with such an immediate and vital service as education, need to express their will regularly, and (3) routine procedures are required to deal with trustee resignations.

The Commission recommends:

4. That the term of office for school trustees be four years, with approximately one-half of the board elected every two years. Further, that a by-election be held on each election date to fill any vacancy created by the resignation of any trustee unable to complete a term.

8.B.3 RELATIONSHIPS AMONG ELECTED AND APPOINTED OFFICIALS

Each school board in the province provides leadership by developing effective policies which are congruent with provincial

expectations and requirements, and which express the public will in education. Responsibility for the execution of board decisions rests with the superintendent of schools and, through that office, with other appointed staff. The superintendent is also charged with responsibility to provide advice to the board. In some school districts, the chief financial officer, the secretary-treasurer, also reports to the school board; in other districts, and most typically, the secretary-treasurer reports to the superintendent as the single administrative head.

8.B.3.A THE SUPERINTENDENT'S ROLE

As the chief education officer of a school district, the superintendent of schools is both the prime technical advisor to the board and the principal executor of board policies and procedures. As technical advisors, superintendents are expected to furnish trustees with the information they require pertaining to the school district operations and the implementation of the *School Act*. In their administrative capacity, they are responsible to the school board for the overall management and administration of all matters relating to school organization, instruction, student services, and discipline. As educational leaders, they are expected to promote the efficiency and effectiveness of district schools; to assist in raising levels of pupil achievement and advancing the cause of public education; to ensure proper records are kept and assist the Ministry of Education and school board in compiling information of a general and specific nature; to encourage parental and community involvement in district decision-making; and to communicate school board policies to parents and the community.

In this demanding leadership position, superintendents should be well qualified, competent, and responsible individuals whose prime allegiances are to a sense of professionalism, to the clientele of the district, and to the common good. Their principal task must remain the efficient execution of board policy in a non-political, non-partisan mode. At the best of times, it is a complex role.

In our analysis of the superintendent's position and responsibilities within a school district, the Commission identified two trends or factors which appear to impinge



upon this leadership role and the relationship between the school board and school superintendent. Governance has moved, during recent times, from a heavy reliance upon appointed staff to a situation where elected officials are more clearly and visibly in control of public enterprises, including school systems. Also, during the last decade or so in British Columbia, the employment and appointment of district superintendents to school districts by the Ministry of Education has been replaced by local control of these positions; today school boards appoint their own superintendents. Each of these developments, however, has produced uncertainty about the appropriate roles and responsibilities that trustees and senior administrators should play in governance and administrative areas. In educational organizations, as in other organizations, the boundaries between where governance ends and administration begins are not always clear.

What is clear, however, is that superintendents are surrounded by more turbulent political forces at all levels of the system than at any time in the history of the institution. This is evidenced by the fact that, within the past decade, 67 of the 129 superintendents who served as chief executive officers for British Columbia schools have chosen to leave or have been relieved of their positions.

It seems plausible that much of this uncertainty is due to recent developments and to the disruptive effects which typically accompany organizational change. Over time, 'things may work out.' Nevertheless, we believe that certain steps are necessary to resolve the issue successfully. First, although appointed officials cannot expect that their advice will always be heeded or their recommendations approved, we believe that complex policy decisions should be supported by extensive professional analysis and advice. Second, although we do not question that superintendents are accountable to their school boards, we believe occasions will arise when superintendents will be required, by allegiance to their clients and by their professional knowledge and ethics, to make

recommendations incompatible with the preferences of some board members.

In the Commission's view, these steps can be achieved by initiating appropriate and routine procedures to evaluate a superintendent's performance (the work of trustees being assessed through the electoral process) and to ensure due process when discontinuation of service is an issue. The recommendation we make, while specific to the position of the school superintendent, is intended to apply more generally in spirit to all central office personnel with whom boards negotiate formal contracts.

In our analysis of the superintendency, we detected a second problem—the dual system of administration in which both the chief financial officer (the secretary-treasurer) and the superintendent report directly to the board. This pattern was more common in earlier years when superintendents were employed and appointed to districts by the Ministry of Education. Although we do not wish to diminish the importance of the chief financial officer, we believe, for reasons of educational leadership and accountability, that school systems are best served by the appointment of a single chief executive officer. This is the model found in most Canadian provinces and in the majority of British Columbia school districts. The appointment of a single administrative head, we believe, makes communication to and from the board and all appointed staff, more direct and more precise.

The Commission recommends:

5. That there be a statutory requirement that every school board appoint a Superintendent of Schools as Chief Executive Officer and a Secretary-Treasurer as a corporate and financial officer responsible to the Superintendent.

6. That provisions be made to regulate employment relations between a school board and its central-office appointed officials, so as to include conditions for regular evaluation and due process, and



that the wording of such provisions be prepared in consultation with the British Columbia School Trustees Association, the Association of British Columbia School Superintendents, and the British Columbia School District Secretary-Treasurers Association.

8.B.3.B THE ROLE OF THE SCHOOL PRINCIPAL

As the chief administrative officer at the school level, school principals are portrayed as the most strategically positioned educational leaders affecting learners. Analysis of the school effectiveness literature clearly points to the importance and impact of the leadership provided by principals.

School principals are responsible for the overall management and administration of the school to which they are assigned. They are expected to work with the superintendent, advising on all matters related to their school's operation. Their main tasks are to provide educational leadership in schools and to ensure that provincial and district education policies are implemented. Further, they are expected to consult with teachers, parents, and community representatives on school policies and programs and to explain school, school district, and provincial programs to parents and the community.

From the submissions to the Commission, we identified four areas of concern related to the effectiveness of principals as school leaders. We are convinced that such concerns should be addressed in view of the principal's pivotal role in schooling. These concerns are: (1) the manner in which school budgets may be spent, (2) the impact of board-teacher collective agreements on staff utilization, (3) the increased scope of principals' responsibilities in coordinating support services for learners, and (4) the provision of procedures for routine performance evaluation and due process similar to those we recommended for district office personnel.

As indicated earlier, although funds allocated to school districts by the province are determined using the fiscal framework, school boards may generally set their own budgets, reallocating the funds provided according to their unique needs and priorities. The Commission believes that principals of individual schools should be granted the

same privilege with the funds allocated to them by school boards. In so doing, schools will become more cognizant of their own needs and those of the community they serve and will be better able to respond with relevant programs and services.

With the introduction of the *Industrial Relations Act* and the *Teaching Profession Act*, teachers, as members of local unions, are now able to negotiate with school boards on all matters affecting their welfare and working conditions. Of concern to the Commission is the need for all negotiating parties to consider the essential autonomy of local schools in the matter of staff utilization; they must guard against provincial and district standardization of approaches which fail to protect the ability of principals through appropriate consultation with teachers, parents, and the community to make adaptations to meet the specific needs of learners.

Later in this chapter, we discuss the administrative structures necessary to provide programs and services for special needs youngsters. At that point, we suggest that development of this structure requires the co-ordinated efforts of the Ministries of Education, Health, Social Services and Housing, and the Attorney General, and appropriate community agencies.

Several submissions to the Commission observed that schools were well situated to deliver support services to children. While the Commission agrees that locating such support services at schools is organizationally efficient and economical, we urge that school personnel not be charged with the responsibility to co-ordinate or deliver these services. The prime activity of principals and teachers, we maintain, should be focussed on providing meaningful educational programs and learning experiences for students. That is the pre-eminent task of schools. In terms of providing appropriate health, social, and other services, we suggest that administrative arrangements be made by individuals qualified to provide these services, in consultation with the principals of the schools at which such services will be delivered.

Everything that was said respecting board relationships and contractual arrangements with school district central office personnel applies equally when considering the leadership function played by principals. Through



the advent of the *Teaching Profession Act*, principals and vice-principals negotiate personal contracts with school boards. The Commission urges that provisions be provided in the statutes for regular evaluation procedures and for the establishment of due process provisions in contracts between school districts and principals and vice-principals.

The Commission recommends:

7. That school districts afford each school principal maximum flexibility in determining how funds allocated to the local school may be spent.

8. That provisions be made to regulate employment relations between a school district and its principals and vice-principals so as to include conditions for regular evaluation and due process; and that the wording of such provisions be prepared jointly by the British Columbia School Trustees Association and the British Columbia Principals and Vice-Principals Association.

8.B.4 PROVINCIAL AND LOCAL CONTROL

At the outset of this chapter, we stated the position that we saw no need to change the tri-level (provincial, district, school) structure for school governance and administration in this province. We did so, but only after examining closely the locus of authority and initiative currently found at school district and school levels. Our conclusion in this regard was confirmed by our study of governance models elsewhere and by our analysis of comparative circumstances in Great Britain, Australia, the United States, and other provinces of Canada. Although we could outline particular strengths and weaknesses of designing other governance patterns for our province, none of the models we examined provided the overall jurisdictional balance we sought. The present tri-level system we now enjoy is as serviceable as any to be found.

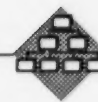
That is not to say, however, that our governance system is without tension or problems; indeed, it is not. The age-old debate of central authority versus local control in schooling remains as alive in the 1980s

as it was almost a century ago. Some form of central power at the provincial level is absolutely necessary. For the benefit of the state, for society in general, and for fairness to all learners, provincial authorities are well placed to assume certain broad kinds of authority. The availability of a province-wide tax base, for example, allows for the establishment and support of a basic educational program for all learners, with assured minimum essentials and equality of opportunity for all. Such a tax base also allows for adaptations to wide variations in ability to pay among districts and ensures some reasonable distribution of burden for school support. The Ministry of Education is also in a strategic position to determine basic curricula and to monitor general standards of achievement. By constitutional delegation in Canada, the provincial authority, of course, has the exclusive right to assume specific powers much wider than these; in effect, most authority vested elsewhere in the system exists 'at the pleasure of the Minister of Education.'

However, the forces of logic and persuasion suggest that powers should be delegated to local jurisdictions in British Columbia—to school districts, schools, and to individuals employed in the system. This is understandable. The provincial government operates at a geographical distance, and sometimes great distance, from local educational affairs. Government in Victoria lacks what is sometimes referred to as the 'potency of proximity.' Initiatives presently under way to regionalize governance structures and services, in part, respond to this need for closer contact with local or regional communities.

In addition, provincial initiatives, we observe, tend toward uniformity and standardization. These characteristics are essential in areas to do with the overall welfare of the state and with the provision of equal services. However, uniformity and standardization are not desirable if we wish a system to be sensitive to local interests, to accommodate needs for individualized services, or to give individuals greater choice and responsibility. To such ends, governance and administrative authority should be delegated from provincial to local levels, where further delegation may occur to individual schools.

In our view, the intermediate level of governance through publicly elected boards



of school trustees, provided for in law by the provincial government and by the local people through the electoral process, has generally served the province's educational system well. The structure is generally responsive and accountable to its immediate environment, allows for ready recourse and redress, and assures regional implementation and supervision of essential provincial programs and initiatives. It also permits local adaptations to programs and policies where necessary, allows for direct parental involvement, and provides for the expression of values and priorities in schooling.

The Commission recommends:

9. That the present system of elected school boards be retained.

8.C CRITICAL ISSUES OF ACCESSIBILITY, OPPORTUNITY, AND CHOICE

In previous chapters, this report has visited and revisited questions of accessibility, opportunity, and choice and how such issues relate to learners' needs and the diversity that marks provincial society. We do so again in this section of our discussion in a more tightly focussed way to illustrate a number of issues which have captured our attention as issues of particular significance.

Before identifying these issues, we should first note that it is necessary for us to redefine what constitutes 'schooling'; traditionally, we have defined 'schooling' as something that occurs when a number of learners are formally assembled in classrooms in a given school building. This definition no longer seems adequate in light of the social changes that now surround us. For this reason, we employ a somewhat broader and, perhaps, looser definition which describes 'schooling' as the learning that takes place based upon the Common Curriculum and the Grade 11-12 options we noted in Chapter 5. We assert, however, that, in the interest of the common good, the province has a responsibility to ensure an adequate education for all children of school age and that provincial authorities should invoke legal prerogatives to authorize and monitor all such learning experiences.

In this respect, we recognize—and, indeed, encourage—the movement toward a wider range of alternatives both inside and outside the public school system. At the same time, we emphasize the fundamental importance of the public system and its great value to provincial youngsters and the province as a whole; accordingly, it deserves our priority in terms of attention and we have made most of our recommendations with a view toward improving its operations, programs, and services.

The Commission recognizes, also, the options provided by both non-public schools and home schooling within the provincial setting; we address these topics in detail later in this chapter. As in the case of public schools, we advise provincial authorities: (1) to assure statutory recognition for non-public alternatives; (2) to continue to provide explicitly determined degrees of support; (3) to establish valid and visible patterns of monitoring such learning opportunities.

In the following pages, we examine seven aspects of British Columbia schooling, which, in one way or another, relate to matters of accessibility and choice: (1) educational inequality in rural and isolated areas; (2) provisions for non-public schooling; (3) home schooling; (4) the education of First Nations children; (5) accessibility for learners to non-instructional support services; (6) programs for special needs children; and (7) providing appropriate opportunities for female learners and graduates.

8.C.1 EDUCATIONAL INEQUALITY IN RURAL AND ISOLATED AREAS

Although a majority of British Columbians live in the greater metropolitan area of the province's southwest corner, most school districts serve children and parents located outside this region. This is not to say that all such school districts are rural or isolated in character; on the contrary, many offer facilities comparable to those of the south coast. Nevertheless, as the Commission discovered in its visits to communities throughout the province, there are school districts where rural life continues to be a geographic and economic fact and where the issue of educational inequality is very much alive.

Historically, at least, no issue in provincial schooling is any more long-standing or, perhaps, any more emotional than this issue of educational equality. Its origins lie in patterns



of provincial settlement that have emerged over time, in British Columbia's traditional dependence on the natural resource industries, in the province's vast and formidable geography, and in the fact that the people of this province have long earned their living in frontier areas where nature is most abundant.

The problem of delivering equal school services and ensuring equal educational opportunity to areas with thinly scattered populations is one that has vexed provincial and local school officials since the first superintendent of schools set out on horseback in the 1870s to report on the state of rural schooling. It has been a problem that has defied satisfactory solution for over a century—not only in British Columbia, but in other parts of the world where city, farm, and frontier fall under a common jurisdiction.

In British Columbia, the difficulties of rural and isolated schools have been examined by previous educational commissions of inquiry. A 1925 survey of the provincial system noted that British Columbia youngsters were "housed and taught in buildings...of great variety and marked contrast." Two decades later, another study concluded that "nature...with an irritating disregard of the problem of school administration has decreed that no system will produce perfect equality." This matter was again addressed by the 1958-60 Royal Commission on education, which viewed educational inequality in terms of administrative and teacher supply problems and which recommended several changes in supervisory practices as well as a loan plan for aspiring teachers from rural areas.

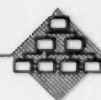
Today, as in the past, the problem of rural inequality remains difficult to define and treat. In this Commission's effort to understand the problem, we soon discovered that the considerable differences among schools and school districts do not lend themselves easily to classification. For example, even in the matter of definition we learned that terms such as 'rural,' 'northern,' and 'isolated,' though at times considered synonymous, were not necessarily so; a term such as 'rural,' by itself, could describe a wide range of conditions. Rural schools in the Fraser Valley, for instance, exhibit the characteristics of small size and country setting which typify the rural school of old; yet they constitute part of middle-sized school districts, are situated

close to social and cultural opportunities, and are within reasonable driving distance of Canada's third-largest city. Rural schools near Fort St. John are of similar size and style, located near major transportation routes, but without ready access to a major city. Rural schools may also be found along desolate reaches of the Stikine where winter roads are treacherous and forbidding.

The term 'equality' likewise presents its own semantic challenges. Some British Columbians in northern and interior areas spoke to us concerning the differences they perceived between their parts of the province and the metropolitan areas along the southwest coast. In such conversations, they expressed their sense of what it is to be a 'northerner,' or someone from an isolated area, and described the problems of living away from 'civilization,' despite their linkage to the 'outside world' by media, telephone, road, or air connections. Although such individuals noted the scenic and (sometimes) occupational advantages of life away from cities, they pointed out also that services of various kinds, including education, were limited in choice, and therefore unequal, when compared with developed areas. In some cases, inequality of opportunity issues were ambiguously stated and related more to a general concern that 'southerners' or 'the government' failed to appreciate problems of distance, transportation, or cost encountered daily in rural or isolated areas. This does not suggest that fundamental problems do not exist in interior or northern regions, but rather illustrates something of the context in which such sentiment is expressed and the difficulty encountered in making generalizations about rural school problems.

Three problems, in particular, were brought to the Commission's attention in public hearings, written submissions, and in discussions with parents, pupils, school staffs, and elected and appointed officials. These problems of educational inequality are serious in nature and are examined in the following pages.

First, the problem of attracting and retaining competent teachers was the subject of numerous written briefs and conversations with school officials. The Commission was frequently reminded that while northern regions expended considerable time, money,



and energy on teacher recruitment, lower mainland and other urban boards could meet their staffing needs by simply 'making a phone call.' It was apparent from the Commission's own inquiries that experienced lower mainland teachers and, indeed, some recent graduates from universities, were disinclined to accept teaching positions in isolated areas. Existing salary scales, the Commission also learned, generally failed to attract or to help retain teachers where limited leisure or cultural advantages exist. Teachers who did venture north, some briefs claimed, "went south as soon as they could."

Remarks to this effect could be blunt. "At present," declared one participant at a north coast hearing, "Prince Rupert develops teachers for the lower mainland." Reductions in student teacher placements in remote areas by the universities in recent years have also meant that fewer young teachers are exposed to the challenges of rural teaching; at the same time, such cutbacks also deprive rural schools of a much-needed infusion of young talent and energy, even for short periods of time represented by student practica.

From information available to the Commission, including the work of two provincial studies (the Small Secondary School Project and the Task Force on Small School Districts), it is apparent that certain isolated and rural school districts face particular difficulties in competing with urban areas to attract teachers, and that such difficulties are most evident in specialist fields such as special education, diagnostic and remedial services, and high school areas of elective study. The Commission also wishes to emphasize that, in such districts, fewer opportunities exist for established teachers to remain current in their study or specialization areas, or to develop new teaching skills and strategies. Inservice programs in such areas prove more costly to provide due to problems of distance and economy of scale, common to isolated regions.

The issue crystallizes if we look, for example, at teachers in small communities in the Stikine. Teachers in places such as Atlin, Dease Lake, or Telegraph Creek enjoy virtually no opportunity to interact professionally with other teachers inside their own school district, in neighbouring districts, or, generally, outside their own school. In fact,

this means that the professional community to which they belong may constitute no more than a total of three to six teachers. Clearly, this is far less than an optimal situation for professional development and growth. The problem is compounded when the costs of 'outside' opportunities for professional development are considered. Let us take the case of teachers who attend the annual conference of the British Columbia Primary Teachers Association, held usually at a lower mainland location. Attendance for a Grade 1 teacher from Mission or Abbotsford likely costs no more than \$150. In contrast, a Grade 1 teacher in Cassiar or Stewart will likely face costs exceeding \$1,500 if they attend this conference. Such calculations point in a compelling way to the inequities that exist for professional development in the remote regions of the province and raise disturbing questions about the equality of opportunity which exists for the students these professionals teach.

In addition, since a majority of older teachers are presently concentrated in more preferred geographic areas of the province, it is likely that school districts in southern parts of the province will continue to attract northern teachers to staff vacant positions brought about by retirement. Given the fact that more than half of the provincial teaching force are now over 40 (indeed, only three per cent are under 30), and given also that broad trends toward early retirement and second careers are now apparent, the problem of teacher retention in northern and isolated areas promises only to intensify in the next decade and after. The seriousness of the teacher 'turnover' problem is amply illustrated by the fact that, in 1987 and 1988, approximately one-quarter of teachers in the Stikine district either retired or resigned. In contrast, less than three per cent of teachers annually in the Coquitlam district left for reasons of retirement or resignation during the years 1985-88.

The Commission considers the problem of teacher recruitment and retention in rural settings to be a matter of serious concern for three principal reasons. To begin with, children are adversely affected. It normally takes several years for teachers to become acquainted with the life of a particular school—especially a small rural school where



the very proximity of community affairs makes a thorough understanding of children in all aspects of their development that much more critical. In addition, the quality of schooling suffers. Curricular and extracurricular programs, timetables, budgets, and community relations assume a tentativeness born of not knowing exactly who will teach what subjects, or who will administer which aspects of school operations. Communities, too, are troubled by high teacher turnover. Traditionally, teachers have played important roles in local affairs and have exercised civic and social leadership as well as making other significant contributions to the common good. However, frequent arrivals and departures on the part of teachers in small rural communities promote a climate of instability and do little to enhance the involvement of school professionals in the general life of the community.

The Commission recommends:

10. That the Ministry of Education convene an *ad hoc* committee composed of representatives from British Columbia School Trustees Association, British Columbia Teachers' Federation, Association of British Columbia School Superintendents, British Columbia School District Secretary-Treasurers Association, and the Ministry of Education to promote the recruitment and retention of competent teachers in rural and remote school districts. Further, that this committee consider the following suggestions made to this Commission:

(1) The extension of pilot programs designed to train teachers from, in, and for rural and remote areas;

(2) The provision of substantial bonuses for effective teachers who remain in such areas, such monies to be available on completion of designated periods of service;

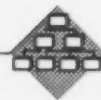
(3) Identified periods of service by graduates of teacher education, tied to student financial assistance for tuition and related expenses, provided in advance by school districts; and

4) Improved and extended professional and cultural environments made possible by paid opportunities to travel periodically to and from centres providing a wider range of such opportunities.

The second issue of rural inequality has to do with post-secondary education. Although this Commission of inquiry was not specifically directed to examine the post-secondary education sector, its mandate did underscore the concept of lifelong learning and the articulation of the various educational structures pertaining to this concept. In any event, it would be impossible to ignore the cries heard in rural areas by the Commission concerning the problems rural students face in attending post-secondary institutions. Time after time, the Commission was reminded about the seriousness of this problem, its extent, and its impact upon the morale of students, parents, and teachers in rural areas. In addition, it is difficult to encourage youngsters to remain in school to the completion of Grade 12 when they see little hope of educational advancement beyond that point.

For the most part, the post-secondary issue was stated to the Commission in financial terms. One northern student inquired why he should have to pay transportation costs to be interviewed at one of the provincial universities without guarantee of acceptance. Another rural student said that to afford advanced studies, he would have to work one year for every year he would attend university. Another student observed that it would cost anyone coming from the north at least \$25,000 to earn a university degree, while a fourth student estimated that living away from home to pursue higher studies could cost \$550 a month—a sum, it was thought, inconsistent with the idea of educational equality.

Some parents and students, particularly in the northeast region of the province, expressed their financial misgivings in comparative terms, noting the financial advantages of attending an out-of-province college and citing as their incentive the relatively lower tuition fees at Alberta institutions. One persuasive brief, alluding neither to financial inequities nor geographic problems, argued cogently that restricting



young people's chances to obtain post-secondary education had long-term effects on rural communities in that it ultimately denied them well-trained local professionals who could return home to work after graduation.

The Commission recognizes that the question of estimating the costs of attending post-secondary institutions is complex and depends on various factors, including a student's location in the province, the fees levied by institutions attended, program duration, the mode and frequency of transportation from home, and the housing and subsistence levels required. An illuminating case in point, however, is an estimate prepared by one of the provincial universities which calculates that it costs rural students approximately \$17,000 more (in 1985 dollars) to complete a four-year university program than it would for students living at home close to the university.

Although research illustrates that the establishment of community colleges throughout the province over the past two decades has enhanced post-secondary accessibility and has encouraged students of all backgrounds, ages, abilities, and interests to pursue further studies, the problem of securing equal opportunity remains for many rural students in British Columbia and other parts of Canada. A recent national study of community colleges points out problems commonly encountered by students in the 1980s, including fee increases, the reduction of opportunities for part-time study, and the stiffening of admission standards. "Every time there is pressure to reduce costs of colleges," this study concludes, "the temptation to circle the wagons around the major campuses is most inviting. People in smaller communities rarely can marshal the political support available in large cities." Furthermore, "Pressure is brought to bear on people to come to college rather than to bring college services to the people. The lone student shut-in or living in more remote parts...is hard-pressed to make the case for equality of opportunity."

In considering this complex problem, the Commission first recognizes the difficult financial and structural problems confronting senior government in its attempts to provide post-secondary services and opportunities in rural areas with a small population base. The

Commission also recognizes the obstacles universities and community colleges face in mounting programs for rural areas that may have only limited enrolment. High quality post-secondary programs depend on the presence of a critical mass of intellectual, technical, administrative, and support services at point of contact with the student. These services are not easily decentralized or delivered off-campus, quite apart from cost recovery issues.

Troublesome as this problem may be in terms of cost and management, the Commission nevertheless believes that new efforts should be undertaken to open post-secondary education opportunities to greater numbers of young people in rural British Columbia. In this regard, the Commission views access to post-secondary education as a high priority for a province committed to the promise of lifelong education and to the notion of equality that is the hallmark of an informed, free, and energetic democratic society. Within our universities and colleges are social, scientific, and economic resources of enormous importance for long-term provincial growth and well-being. If British Columbia is to compete successfully in an international environment that is increasingly governed by the currencies of knowledge and expertise, and if it is to capitalize fully in the years ahead on its strategic location for trade on the edge of the Pacific Rim, then young people in all parts of the province will need to be educated and trained for such intellectual, technical, and business leadership. Although the costs of greater investment in the post-secondary sector may appear high today, the future costs of not making such an investment may be too high for the province to bear.

The Commission recommends:

11. That, inasmuch as evidence abounds that children and young adults in rural areas appear less aware of post-secondary opportunities than their urban counterparts, universities, colleges, and technical institutions make special provision to acquaint rural schools with their entrance requirements and programs with particular attention to the matter of transfer credit.



12. That, in order to equalize access to post-secondary institutions for deserving students from rural areas, the provincial government provide substantial assistance in the form of grants to those students who must live away from home.

A third issue related to rural inequality concerns the inservice development of school governance and administration officials. Everything previously stated or recommended respecting professional development opportunities for teachers in rural and remote areas applies equally to school trustees, central office administrators, principals, and vice-principals in such jurisdictions. The Commission, in visiting a large number of such areas, in talking to the people occupying various educational roles within those districts, and in reading published reports describing the conditions of rural schools, secured clear and rather disturbing portraits of the lives of trustees and administrators in the 'north' and in the 'interior.'

We learned, for example, that such trustees and administrators are geographically remote from the human and intellectual resources readily available to their colleagues in more densely populated regions. Bringing people in or travelling out for meetings or conferences is also an expensive and time-consuming business that requires careful planning in personal schedules and corporate budgets. In the main, the Commission discovered, remote districts rarely can meet the travel and other costs incurred in obtaining the kinds of professional development programs they require for their administrative personnel and elected officials.

Also, the task of supervising schools dispersed across large areas and providing various kinds of support services to rural teachers places a considerable strain on the time and energy of the usually small corps of central office administrators in remote districts. Added to this, in British Columbia's smaller towns, school officials are usually fully involved in community work which extends far beyond educational responsibilities, especially participation in service clubs, churches, chambers of commerce, charitable institutions, and the like. It is not surprising, therefore, that such individuals call for assistance for themselves and for their

employers—and on behalf of the learners they serve—in being able to draw upon other human resources for expertise and assistance.

The Commission recommends:

13. That the Ministry of Education ensure that provincial budget allocations to remote school districts clearly recognize the need for trustees, central office administrators, principals and vice-principals to (1) augment their service capacity by bringing in considerable specialist human resource assistance on an *ad hoc* basis, and (2) develop their own capabilities and levels of service by making frequent excursions to meet formally and informally with professional colleagues beyond the district.

8.C.2 ACCESSIBILITY AND CHOICE IN NON-PUBLIC SCHOOLING

Few issues examined by the Commission this past year have generated as much passion as the issue of public support for non-public schools. For much of the past decade, in fact, the use of public funds to provide operating grants to qualifying non-public institutions has remained a controversial topic inside and outside educational circles and for this reason will be treated in a fairly comprehensive manner in the following pages.

Although the question of public assistance to the non-public educational sector has been frequently debated since the passage of the *Independent Schools Support Act* in 1977, the roots of this question and, indeed, the nature of the relationship between public and non-public schools may be traced as far back as the colonial era of British Columbia history.

The first schools in the Crown Colony of Vancouver Island did not distinguish with any great precision their status as public or private institutions. By 1849, for example, an Anglican and a Roman Catholic clergyman had each established schools at Fort Victoria and, in line with the dictates of colonial government, were each responsible to the post's Chief Factor, James Douglas, as well as to their respective bishops. Support for these schools came from several sources—the Hudson's Bay Company, church authorities,



and fee-paying parents. By the 1860s, private-venture as well as religious schools were operating on both Vancouver Island and the mainland, characterized in large part both by their pedagogical and operational diversity.

The old Sapperton School exemplifies the variation that marked schools of this time. Administered by an Anglican clergyman for children of the Royal Engineers, it received funds from the Crown Colony of British Columbia, the British War Office, and parents; its teacher, the Reverend John Sheepshanks, answered to these three constituencies as well as to his Church of England superiors. In short, the historical record illustrates that the sharp distinction over sources of support that later came to divide public and non-public sectors was not present in the first days of British Columbia schooling.

However, the emergence of several broad social and educational forces, including Confederation, fear of American influence—if not domination—and the general popularity of the common school movement across the continent led to the creation of the public school system in 1872. Legislation held that public schools ought to enjoy government funding and that private, especially denominational schools, ought not to be supported by the public purse. *The School Act of 1872* did not, however, question the legitimacy or, for that matter, the desirability of non-public schools. Viewed within its social context, it simply acknowledged the press of political events at the time, as well as the need to extend the educational franchise and the rule of government across a vast, thinly populated territory. And so, as one scholar points out, “the public system grew and developed, largely unchallenged by supporters of other forms of education.”

This is not to say, however, that the non-public sector remained dormant until recent decades. Quite the contrary; over the last century an assortment of sectarian and private enterprise schools has emerged. Of these, a small number have remained in continuous operation; many more have vanished but have been replaced, in time, by new schools of similar or different stripe. Such developments testify in a real way to both the durability of demand for choice in schooling

and to the fact that certain segments of the British Columbia public continue to seek alternatives to the dominant public system.

The policy of denying provincial support to non-public schools, which had stood since the early 1870s, was seriously challenged in the post-1945 years as denominational schools, in particular, found themselves unable to afford certain services, facilities, and curricular materials deemed to be essential to mid-twentieth-century education. Three decades of petitioning by proponents of independent education eventually led to the provincial government's 1977 decision to provide partial levels of financial support to non-public schools.

The enactment of what has come to be called the *School Support (Independent) Act* has provoked considerable controversy since its passage in 1977 and has prompted much public debate over the propriety of using provincial resources to support non-public schools. Views reflecting both sides of this important issue were expressed with equal conviction to the Commission at various times in public hearings over the past year as well as in a number of written submissions.

Like other educational issues brought to the Commission's attention, the question of support for independent schools contains within it even more fundamental issues pertaining to the meaning and practice of democracy and to the view we have of ourselves as an open, pluralistic society. This question brings deeper debates to the fore: debates about individual rights, the role of government in our lives, the extent to which choice should be permitted, the nature of the public good, and the degrees to which equality of opportunity and treatment can be assured in public policy.

For that reason, and because such strong and heartfelt sentiment surrounded the issue, the Commission paid particular attention to the nature of this debate as it was outlined from various perspectives in public, professional, and various group submissions. It did so anticipating that resolution to this question might not be found in the quantitative world of ‘hard data,’ but in qualitative judgements about social priorities and the relative ranking of values.

We can begin this discussion of the *public versus non-public debate* by reviewing the



positions taken by those who oppose the provincial government's policy to use public funds in support of independent schools. Essentially, the weight of such argument rests on two grounds—the dangers to civic well-being presented by funding of non-public schools and fears about resource depletion that has occurred, or may occur if government continues to support non-public schools.

In the broadest sense, opponents of provincial support for independent schools claim that a provincial consensus in support of free, non-denominational schooling had emerged over the course of the last century and should therefore not be disturbed. Education, this line of argument continues, is a public good that must be preserved; the best way to ensure this public good for posterity, several parents said, was through a collective public enterprise. Others noted that the practice of funding independent schools at public expense is socially divisive and that taxes would be better spent educating for the common good rather than for promoting particular, especially religious, beliefs. One submission put this case rather bluntly: "Those who, under the guise of freedom of choice, argue for an education system consisting of separate schools for Anglicans, Orangemen, Marxists, Neo-Nazis, fundamentalists and rural romantics are only fostering sectarianism. Public education should be secular."

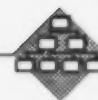
Similarly, the point was made that children's social attitudes toward others and toward province and country are formed in early years of schooling and that non-public schooling, especially at primary levels, may inculcate in children a sense of separateness, elitism, or intolerance not beneficial to individuals or to society as a whole. Some further argued that public support of non-public schools may undermine equality of educational opportunity in that admission and selection procedures found in some non-public schools are discriminatory in nature, taking into account, as they do, such factors as income, language preference or ability, gender, religion, or pupils' physical and mental abilities.

Turning to the resource depletion side of the argument, some members of the public

and parents contended that using public resources for non-public schools reduced overall levels of support for public education. Others suggested that continued public support for the non-public sector could trigger a downward spiral in enrolment and status for the public schools—losses that would eventually have severe financial implications for the condition of public education. Still others expressed the view that parents of children who leave public schools for the independent sector lose interest in public education and that this exodus of support, in itself, imperils general confidence in public schools.

Such views were supported also in submissions made by professional and other organizations closely associated with public schooling. The British Columbia Teachers' Federation recommended that public funds be used expressly for public schools; the British Columbia School Trustees Association argued that government should phase out independent school funding. The Association of British Columbia School Superintendents emphasized that the trend toward alternative schooling was potentially divisive and therefore urged the provincial government to ensure adequate support for public schools. Other concerned groups adopted similar positions. The Canadian Union of Public Employees, for instance, declared that private schools for the "wealthy and privileged" should not be subsidized with public funds. And, to cite one final example, the Vancouver Secondary Teachers Association recommended that no educational services in British Columbia be privatized.

In sharp contrast to these views, proponents of independent schooling spoke to what they saw as the great social value and utility of non-public sector schools and the reasons they deserved funding. One line of this argument was based on the democratic right of choice. Some parents argued that a state monopoly of educational resources limits free choice and competition, inhibits efficient delivery of services, and brings about a qualitative decline in schooling. At hearings it was claimed that the independent school's challenge to the public school monopoly provides the most compelling economic rationale for public support of independent schools; the resulting competition forces the



public system to be more responsive to parental concern and provides enhanced educational choice for those dissatisfied with certain facets of the public system. Ideologically, parents with this view felt they have an *a priori* right to educate children as they see fit and applauded the use of public funds in aid of non-public schooling as a way of recognizing this important right and the responsibilities it entails. Some parents pointed out that the principles of parental choice and of state support for such choice are already enshrined in the *School Support (Independent) Act* and should be left intact so that parents may select the form of education they feel to be appropriate for their children.

A second line of argument in favour of provincial support for independent schools calls for recognizing, through alternative systems of schooling, the social character of the province and the diversity that marks it. A submission at a public hearing expressed this view in the following terms: "Can we continue to support the notion of 'public education' as a single over-arching structure which seeks to educate our children in some (it is fondly imagined) universally agreed way? I don't believe we can. I believe we must recognize the reality that our education system inevitably reflects our pluralistic, multicultural society whether we like it or not. Our elected representatives must seek to encourage the development of several distinct educational systems to meet the needs of our social mosaic..." In short, the advocates of non-public schooling hold that it reflects the diversity and the need for choice within provincial society.

Another view justifies the support side of the issue on the basis of precedent. This line of argument notes, for example, that the principle of provincial funding for independent schools is not new or unique to British Columbia and that four other Canadian provinces—Alberta, Saskatchewan, Manitoba, and Quebec—provide aid to non-public schools. Quebec and Alberta, in fact, provide 80% and 75%, respectively, of the levels of funding that corresponding public schools receive; in addition to this funding, several provinces, including Ontario, Alberta, and Saskatchewan, make formal provision in law for public funding of Roman Catholic schools. All of

Newfoundland's public schools are affiliated with one or more religious denominations. Proponents of provincial support for non-public schools point out that private education is supported to varying degrees with public funds in the Western world, notably in Australia and in all countries within the European Community other than Italy and Greece. Altogether, this line of reasoning locates the public support issue outside the provincial arena and within the broader context of Western educational practice and culture.

Finally, supporters of independent schools claim that they bear the financial burden of property taxes for schools in addition to the educational fees charged by the institutions their children attend. Such parents argue, in effect, they are 'double taxed' in exercising their right to preferred forms of schooling that contribute no less to the general social good than public schools. They contend that non-public schools are responsive not only to parents' academic, vocational, behavioural, cultural, and religious concerns, but that they play important roles in meeting the educational and social needs of the community at large.

When examining the often volatile issue of public support for independent schools and developing the Commission's perspective, we found ourselves confronted with essentially two points of view, one arguing for and one against support, each claiming ownership of the civic and moral high ground, each defining the public good in its own ideological terms, each making basic assumptions about the educational and financial role of the state, and each offering its own interpretation of what school policies and practices best serve children, their parents, and the community in general. In attempting to find a sensible path through this formidable issue, the Commission sought first to analyze and test out, as carefully as it could, the conflicting and frequently contradictory claims presented. It did so to dispel whatever possible misunderstandings may exist and to develop a perspective which would guide the Commission's own treatment of the question and any subsequent examination by educational policy-makers at the provincial level.



For the sake of clarity, then, the Commission wishes first to note that the question discussed here has been generally defined as whether the province has any fiscal obligation to independent schools in a fashion parallel to its treatment of the public system, not whether non-public schools should exist. That question has not been under serious debate. It is similarly important to note that, generally, opponents and advocates of such provincial support tended to state their cases in the extreme. For example, the Commission found that parental dissatisfaction with public schooling as broad justification for subscription to the non-public sector was largely a personal matter and one, at times, somewhat overstated. Over the past year, we have listened to parents express with singular emphasis their dissatisfaction with the public system. But, conversely, the responses of other parents and our own access to scores of schools, hundreds of teachers, and thousands of youngsters in public schools convince us that the public system in general is responding well and with professional commitment to its important and often difficult tasks. Indeed, to imply that public schooling today is in a chaotic state is to do it a monumental disservice.

Likewise, we listened to staunch advocates of public schooling suggest that independent schools are synonymous with elitist education, that they do not serve well the diversity of provincial learners, and that they are essentially exclusionary in character. We find these assumptions to be just as inaccurate and overstated. Granted, ten or so of the more than 300 British Columbia independent schools emulate the curricular interests, character, and style of old world institutions. However, by far the greater number of the funded non-public schools—Roman Catholic, Evangelical, Protestant, Seventh Day Adventist, Jewish, Mennonite, Sikh, Lutheran, and Fundamentalist Christian Schools, as well as the secular Waldorf and Montessori schools—exercise considerable social reach and include in their enrolments youngsters with diverse interests and needs from a variety of ethnic backgrounds and from various parts of the social and economic spectrum. The focus on the small number of 'elitist' or 'wealthier' schools which implicitly cater to a clientele desiring university

entrance, the Commission feels, has diverted attention from the larger denominational and special needs independent school sector and the importance of fiscal support to the educational programs of such institutions.

Proper perspective, too, is required to understand the argument that funding provided to independent schools reduces levels of support, as some have charged, from the public system. In terms of the current level of public support provided to independent schools, the issue is relatively unimportant. Only \$31 million was allocated to independent schools in 1986-87. This represents 1.8% of the total revenue available for public school purposes from general provincial revenue, residential and non-residential taxation, and Homeowner Grants. It is approximately equal to the portion of individual Homeowner Grants not used for educational purposes, but which instead spills over to help offset municipal tax liabilities. Economic analysis provides no evidence to support the hypothesis that provincial support for independent schools has, to date, reduced the level of funding for public schools. Viewed in terms of the recent historical context in British Columbia and of the battles that have raged through the canyons of school finance, it is understandable that some members of the public and the education profession may feel that financial support for independent schooling threatens support for the public system. The evidence, however, does not bear this out.

With the foregoing clarifications in mind, what then can the Commission say about the characteristics of British Columbia society, its schools, and its learners to point the way toward developing a more appropriate and useful perspective concerning provincial support for independent schools? Responding to this question, we must return first to where this report began: with the subject of diversity, perhaps the most inescapable and salient fact of British Columbia life in the late 1980s. As this report has detailed throughout its pages, the accommodation of diversity—whether defined by individual or group differences at regional, local, or neighbourhood levels, or in terms of varying parental and pupil appetites for school services—is a factor of primary importance. We believe it must be satisfied.



With this recognition of diversity comes the need for choice—choice that centres on learners and parents, choice that is located at the level of the individual school district, the individual school, and, where possible, the individual classroom. In a society that seeks greater measures of differentiation and greater acknowledgement of diversity, choice is of paramount consideration, the Commission believes. It speaks in a direct way to individuals participating in the educational decisions that affect their lives and to the empowerment of youngsters, their parents, and the school professionals who serve them. Choice, the Commission maintains, invigorates the responsibility that must pertain at every level of schooling, from the parents at home, to the child at school, through the teachers, administrators, and governance officials, and, finally, to the senior officials in the Ministry of Education and to the Minister of Education as the highest educational official in the provincial system. Choice likewise presumes a faith in people's abilities to decide wisely and a capacity to trust that they will do so. It presumes freedom of opportunity to decide; it entails responsibility for the consequences of such action.

In framing a perspective on the issue of support for independent schools, the Commission recognizes the importance of diversity and choice and their value as sound educational principles. At the same time, the Commission recognizes that other principles equally basic to the system should serve to balance diversity and choice—notably principles of access, equality, and accountability. Simply put, the provincial system envisioned by the Commission should be marked by both 'loose' and 'tight' properties. It should accommodate the demand for diversity that exists in both public and non-public sectors; it should allow pupils, parents, and other participants in schooling the right to make educational choices and to provide reasonable levels of resources for them to do so; it should, at the same time, seek to promote equality of opportunity and equality of educational access for all children to the extent that it is feasible; and, it should, in the interests of children's welfare and the common good, monitor the levels of service delivered in efficient and effective ways.

The Commission recommends:

14. That provisions and regulations for the establishment, registration, and operation of all non-public schools be specified in relevant sections of the *School Act*.

15. That the Ministry of Education obtain from all non-public schools the statistical and other data pertaining to their operation in order to provide a full annual picture of schooling in British Columbia from Kindergarten to Grade 12.

16. That, in the interests of ensuring equality of educational opportunity for all youngsters throughout the province, all non-public schools in British Columbia be required to meet certain basic curricular, assessment, and inspection requirements established by the Ministry of Education and defined in the *School Act*.

17. That four categories of non-public schools be established for funding consideration under the *School Support (Independent) Act*, as follows:

Category 1 - those schools which fully meet all curricular and teacher certification requirements as set out in the *School Act*;

Category 2 - those schools which currently satisfy criteria established for 'Group 2' classification and support;

Category 3 - those schools which currently satisfy criteria established for 'Group 1' classification and support; and

Category 4 - those schools who neither meet criteria for Categories 1, 2, or 3, nor wish to avail themselves of financial support.

The categorical funding levels for Category 1, Category 2, Category 3, and Category 4 schools shall be 50%, 35%, 10%, and 0%, respectively, of the public per-pupil allocations to the school districts in which they are located.



8.C.3 HOME SCHOOLING

As stated in Chapter 2 of this report, a number of learners, estimated at somewhere between 1,000 and 3,000, are currently educated at home. Some indication exists that the numbers are increasing from year to year.

Proponents of home schooling find various causes to remove youngsters from school settings. Some express dissatisfaction with the quality or kind of local schooling or with the levels of school services provided. Others resent what they see as parental exclusion from educational decision-making as well as a general sense of powerlessness in shaping the character of schooling their children receive. Still others seek to ameliorate perceived learning deficits in youngsters or to create religious or family atmospheres allegedly not present in public or other schools today.

Although the Province of British Columbia insists on compulsory school attendance for youngsters between the ages of 7 and 14, and makes legal provision to prosecute parents or guardians who fail to ensure such attendance, existing legislation is contradictory in nature and difficult to enforce. On one hand, Section 116 of the *School Act* states: "The board of each school district shall enforce the provisions of the *Act* for the compulsory attendance of children at school." On the other hand, Section 113 of the same *Act* provides parents with four defences if they should be charged with breaking compulsory attendance laws, namely: that a child is being educated by other satisfactory means; that a child cannot attend school for medical or other unavoidable reasons; that no school exists within 4.8 km of the child's home and that the board provides no transportation service within 3.2 km of the child's home; and that the child has reached a standard of education greater than, or equal to, that provided in the nearest public school.

In short, school authorities must demonstrate in the courts that parents are not providing an adequate education for children; moreover, unless parents are prosecuted for failing to meet compulsory attendance requirements, they are not obliged to offer any

defence for keeping children out of school. Essentially, then, the law maintains it is illegal to educate children at home but, at the same time, allows parents four grounds upon which to base a defence against possible prosecution.

The home schooling issue clearly contains within it some of the most fundamental tensions between competing ideals and values to be found in educational and social policy today. It involves the question of parental rights in schooling versus those of the state, questions about where the public good should supersede private interest, questions about who should be accountable for children's education and well-being, and questions about the limits of individual choice and participation in schooling.

Because of the legal uncertainties concerning home schooling, it is difficult to outline precisely the extent of home schooling in British Columbia today. What is known is based largely on one 1984 Ministry of Education study which concluded that: the majority of children involved in such programs (approximately two-thirds) would ordinarily be enrolled in elementary grades; slightly over half of the 75 school districts throughout the province monitored home schooling programs, but few have published guidelines for their approval; some school districts offer tests for students on home schooling programs, as well as supply texts; and about half of the school districts in the province have had experience with home-schooled pupils returning to the public schools.

Translated into procedural terms, much current debate surrounding home schooling in British Columbia today revolves around whether current and largely unregulated practices should continue; whether new or amended legislation should be introduced to monitor existing home schooling practices through a registration and inspection system with local school boards and their staffs; or whether specific legislation should be written which would require parents to submit, in advance, intended courses of study to local school boards for evaluation and approval.



The Commission recommends:

18. That provisions be included in the *School Act* to recognize the existence of home schooling.

19. That students who are educated at home be registered by their parents at the public school nearest to their residence.

20. That each school district, through the principal of the local schools, provide home schooling students with the required textbooks and curricular and instructional materials appropriate to their grade level. Further, that the school and the home cooperate in any other ways, mutually acceptable to both parties, to enhance the learning opportunities of the home schoolers.

21. That each home schooling student be counted by the school district for funding purposes as at least 0.25 of a full-time equivalent learner.

22. That the Ministry of Education determine means by which the learning progress of home schoolers can be monitored and assessed on an annual basis.

8.C.4 EDUCATIONAL OPPORTUNITIES FOR FIRST NATIONS CHILDREN

One of the most important and long-standing issues in education in British Columbia, indeed across Canada, has been the provision of suitable schooling for Native youngsters. Using any typical evaluative criteria, it is apparent the province has not achieved its enunciated goal of "parity for Native ... children within the public schools." The attendance and academic attainments of Native children position them well behind those of the general population. The circumstances that shape the performance of Native youngsters in schools are extremely complex; it is difficult to determine exactly the causes for the difficulties faced by many Native learners. In the following discussion, the Commission will attempt to describe some of the conditions and problems related to the provision of education for Native students

and to offer some recommendations for change.

In 1986, approximately 66,000 registered Native people lived in British Columbia, constituting 2.4% of the total provincial population. Approximately 60% of them lived on reserves. Registered Native people are divided into 23 tribal councils, representing 195 separate bands living on 1,608 reserves. Eighty-five per cent of the bands have fewer than 500 members; 65% have fewer than 250 members. The reserves, in some cases, are located in extremely isolated areas, often with little in the way of a viable economic base. Many are distant from medical services and have few facilities to provide an adequate water supply or to provide for sewage or garbage disposal.

First Nations people are younger, have higher birth rates, and experience a lower life expectancy than the general population. The proportion of lone-parent families, predominantly headed by females, is double that of the provincial population as a whole. Native people are also characterized by higher suicide and infant death rates. They also have a lower participation rate in the labour force and work for lower salaries. Their housing falls short of the quality enjoyed by many others in the province and their reliance upon social assistance is relatively high. The incidence of prison sentences for Native people is over three times that of the non-Native population. Some of these circumstances are associated with a lack of success in school.

Scholastically, they do not perform well as a group. The Native population's level of academic attainment is relatively low, with high school completion rates representing only half that of the referent population and with a large proportion of such graduates being in non-academic programs. Significant age-grade deceleration occurs in schools, estimated by educators we interviewed as ranging from two to three years, with the differences increasing with the higher grades. Absentee rates for Native students are significantly higher than for non-Native students. Such indices are, in part, a product of the generally sub-standard physical, social, and economic circumstances that all too frequently characterize the lives of Native youngsters; greater assistance from the helping agencies of government is obviously



required to help Native people overcome such disadvantages and, in doing so, to be better prepared for success in schools.

None of the foregoing descriptors speaks to the cultural imperatives inherent in addressing the educational concerns of First Nations people. Intelligent approaches to sound schooling for Native children must be undertaken within the context of the cultural heritage of Native peoples. The Commission recognizes the legitimate desires of First Nations people to reclaim elements of their endangered heritage, to be significantly involved in educational decision-making, and to assist their children in fulfilling their parents' dreams that they live productively and with pride and dignity. The 52 briefs received by the Commission, as well as the documents made available to us by Native organizations, emphasized these goals.

The quest for meaningful self-determination and for appropriate cultural recognition is simpler to state than achieve. Although Native people have often been regarded, unfortunately, as a single group, they represent a large number of rich and varied cultural, linguistic, and economic backgrounds. As described earlier, they are divided into various tribal nations, each with its unique history, culture, and political structures. Relationships among many Native bands and councils are complex and only slowly emerging. They sometimes speak mutually incomprehensible Native languages and must communicate with one another in English. Hence schools, school districts, and the Ministry of Education must, in many locales, relate to several groups of Native people who are distinctively different one from the other—a circumstance which complicates communication, organization of effort, policy and administrative procedures, and curriculum development.

Despite these considerable logistical problems in relating to First Nations people, the Commission strongly supports every effort, made by those associated with school governance and administration to accommodate to whatever extent possible the desire for educational self-determination by Native people and to invoke cooperative means to assist them in realizing such goals. In identifying with the movement toward control of Native education by Native peoples, we focus

upon the requests of individuals, bands, and councils of Native communities; our suggestions are framed toward supporting their educational initiatives.

People of the First Nations, without exception, call for the preservation of their Native heritage and for all of their activities, educational and otherwise, to embody and reflect the essential elements of their own cultures. They seek to regain spiritual traditions, languages, historical records, environmental associations, and other cultural artifacts which underpinned their own educational endeavours in earlier times.

As one council observed: "Historically, the government has attempted to replace the traditional Indian education system which involved the development of cultural and historical knowledge, knowledge of the environment and spiritualism, with a system of education which was designed to assimilate Indian people into the mainstream of non-Indian society. These historical attempts have proven futile and with good reason—a life style cannot be replaced with a formal education alone."

One critical element of Native life style is the preservation, transmission, and use of heritage languages. There are an estimated 33 such languages in the province. They are complex, sophisticated, and at varying stages of completeness and documentation. A number of discrete *ad hoc* projects are currently operating within the province aimed at language restoration. The Commission sees the need for a more comprehensive and systematic approach to assist Native people with this vital, but difficult, undertaking.

Native people advocate school experiences in which learning and heritage go hand in hand. Where bands or councils operate their own schools, this parallelism of purpose exists. Where Natives have close working relationships with schools and school systems, the educational aspirations obviously have better chances of realization than where such patterns are absent. Submissions received by the Commission generally call for an education for Native children which equips them with the knowledge and skills requisite for survival and success in provincial society, while still remaining connected to their Native heritage. One council stated, "Quality education as defined by member bands ... is



one that fosters pride in our students of their heritages and prepares them to succeed in a multi-cultural society."

The history of Canadian education, however, illustrates the long-standing cultural difficulties Native youngsters have faced in school. Native children, we are told, arrive at school ill-equipped (with few exceptions) to bridge the gap between their home lives and traditional classroom expectations. For the most part, the school represents a new and strange cultural atmosphere to which they cannot easily adapt. In addition, many Native youngsters face a crisis in terms of their identity and must suffer the low esteem in which they are held by the majority of their classmates. Native parents frequently spoke of such circumstances to the Commission and claimed that their children are compelled to adapt to the culture of the school, with little evidence that the reverse occurs.

Furthermore, Native children, in many instances, do not appear to understand or enjoy the support and nurture created between home and school, or between parent and teacher, that is usually enjoyed by other children during the early school years. The reluctance of Native and non-Native people to explore each other's territory leaves these children frequently to fend for themselves. The situation is aggravated by the presence of a generation of parents, themselves educated in residential schools, who have not had normal opportunities, through regular family associations, to develop adequate parenting skills through the modelling of their elders. We do not wish to ignore the exemplary efforts of those teachers, parents, counsellors, and cultural workers who have toiled diligently to bring home and school together around the child. We believe they would readily echo our plea to make the nature of their contributions more universal.

The children we describe typically arrive at school with a limited, if not deprived, language capability. In terms of English language readiness, a vital part of their primary school years, they may lag behind their non-Native classmates by a full two years. This is a critical handicap which, if not alleviated, will haunt Native children through entire school careers. It is a serious problem that is best addressed at the pre-school and primary levels.

To return to the question of pride in heritage, and the compatibility of the two cultures, the Commission suggests that school systems which enrol Native children should try to exhibit the characteristics outlined below:

(1) a corps of teachers who are knowledgeable about and sympathetic toward the cultural heritage of each Native child in their classrooms. After a recent meeting between officials of the British Columbia Teachers' Federation and Native leaders, the President of the British Columbia Teachers' Federation made this point in calling for "study sessions for teachers so they can enhance their knowledge of *Native* language and culture."

(2) the presence of as many Native role models as possible in schools, either as employees or volunteers. As one submission noted: "In some districts having 40% Native people, there's not one Native bus driver, not one secretary, not one janitor, not one Native teacher."

(3) curriculum units which positively portray the cultures and contributions of First Nations people. Such units, designed and required for all learners, could be accommodated in the Royal Commission's proposed Common Curriculum for Grades 1 to 10.

(4) school policies and procedures which emphasize the dignity of each individual, which acknowledge the importance of all cultural heritages, and which seek to free schools from any evidence of racial discrimination.

(5) guidance and counselling services which ensure that Native students are prepared for the challenges of living and working upon leaving school. Post-school unemployment statistics on Native youngsters clearly underscore the need for such services.

Consonant with the Commission's emphasis upon responsible local and individual initiatives in education, we believe that First Nations people should be permitted to exercise the maximum degree of self-determination concerning the provision of



educational services for their children. Not all bands or councils in British Columbia are able to establish their own schools; we note, however, an increase in that direction. We also note that enrolments in band schools that do exist have increased, which suggests their vitality, relevance and popularity. Apart from operating their own schools or school system, it is also possible that more cooperative arrangements can be established between Native people and school authorities. Native people, no less than any other citizens, in fact more so because of their unique national status, should enjoy the rights to be consulted, to initiate procedures, and to establish contracts respecting educational services. Furthermore, it appears that provision of such services, designed to place Native children at par with non-Native children, calls for extraordinary measures which require above-average allocations of support. As in other areas of schooling, the Commission assumes that the Ministry of Education will ensure that a defensible quality of education is being provided to Native children.

The new *Master Tuition Agreement*, dated 21 March, 1988, provides for some movement toward the concept of self-government in that it allows a band council to enter into an agreement with a school board respecting the provision of educational services for Native children. However, the tuition fee paid by the federal government to the provincial government (subsequently transferred to local authorities) for such purposes allows for no more than the average costs of educating an average learner in the particular district, despite common knowledge that Native education costs are far above average. Hence Native bands can negotiate only for 'off the shelf' rather than 'tailor-made' services. Section 14 of the *Agreement* allows for school boards to negotiate extra operating expenses for "ancillary services in respect of Indian students." Only a liberal interpretation of that section would begin to address the issue realistically in the Commission's view. What appears more realistic is for the federal government to calculate tuition fees on realistic regional costs of delivering standard, auxiliary, and compensatory services to Native learners, as well as to allocate such amounts to the province.

The discussion of Native education ends where it began in this section of the report: with our emphasis on the social capital that we associate with success in schooling. To this end we reiterate that efforts made in school on behalf of learners are always dependent upon, and relate to, the social conditions in which children find themselves. The relative social deprivation of many Native people, both on and off reserves, is such that much of what might be accomplished, even under ideal learning conditions in schools, will be severely discounted if children's home and neighbourhood circumstances are not improved. Unless the health, social, and economic conditions of Native life are generally improved, the problems of language development and lower-than-average educational attainment levels will regrettably remain a part of the Native experience at school.

The Commission recommends:

23. That the federal and provincial governments accord to Native bands and councils the appropriate authority and attendant resources to enable them to engage effectively in the self-determination of, or shared responsibility for, the education of their children. Further, that financial resources commensurate with meeting the actual costs of educating Native learners be available to bands and councils.

24. That, where Native children are enrolled in schools and/or school districts, Native peoples and school authorities jointly develop formal liaison processes to discuss and decide upon the maintenance and improvement of quality services to Native learners.

25. That Native bands and councils and all school authorities cooperate in assisting Native learners to bridge their two cultures (Native and multicultural) by:

- (1) improving home/school liaison, particularly throughout the early years of schooling;
- (2) orienting all children, through formally developed curriculum units, to



the history, culture, status, and contributions of First Nations people;

(3) reducing the impact of an inflexible graded school system upon Native children and allowing, in the early years of schooling, for a continuous, incremental pattern of learning;

(4) initiating means of assisting Native peoples in the preservation and promotion of their heritage languages, including their incorporation into classroom experiences;

(5) discouraging any evidence of racial bias on school transportation and premises;

(6) deliberately appointing or enlisting the volunteer support of competent Native adults as role models for all children;

(7) encouraging teachers to improve their knowledge and understanding of Native cultures, heritage, and traditions through individual initiative and organizational support; and

(8) providing continuing counsel to Native students to prepare them for living and working in a multicultural society.

26. That compensatory actions be initiated by Native councils or bands, school authorities, and governmental agencies, to:

(1) improve the pre-school and early-school-years language capabilities of Native children;

(2) enhance the parenting skills of Native adults;

(3) encourage Native adults to pursue advanced levels of basic education; and

(4) improve the health, social, and economic circumstances of First Nations people, as ends in themselves, and in terms of their potential positive impact upon the learning of Native children.

8.C.5 ACCESSIBILITY FOR LEARNERS TO NON-INSTRUCTIONAL SUPPORT SERVICES

In earlier sections of this report, reference was made to the educational purposes of schools and to defining the school's role in terms of these purposes. Our position is firm in asserting that schools, because of their willingness to serve and because of the fact

that other government agencies have failed to address students' special needs, have sought to provide an array of non-educational services. Such attempts, we have noted, are beyond the true limits of their capabilities and not in keeping with their own responsibilities. In calling for a more exclusive educational role for teachers and other educational personnel, the Commission is joined by a great many people and groups who submitted briefs or made oral presentations to the Commission.

Our recommendations in this respect are simple to state; they are extremely difficult, though not impossible, to achieve. Schools are held captive by learners, and vice versa. The school is the only public agency required, by law, to deliver services to all children in a given age range. If some of these children are troubled by health or social shortcomings, they inevitably bring them to school, where such problems are sometimes further aggravated by their need to adapt to the culture of the school and the expectations for learning set out for them. Moreover, these problems, whether physical, social, cultural, mental, or emotional in nature, must somehow be accommodated by their teachers and classmates.

In earlier discussions, we have spoken of 'social capital,' a term we use to refer to those benefits accruing to children which, if held in appropriate quantity and quality, make adequate learning possible and probable, and which, if lacking, impair learning. We note that, increasingly, some children appear at schools devoid of such capital advantages. Recent attempts by teachers to provide meals, family counselling, extensive social guidance, and mental health services attest to this problem. We realize that such actions speak well to the social conscience of teachers and to their concern for others; nevertheless, we do not favour this pattern of support.

From the Commission's own study of this matter, and on the basis of considerable public and professional opinion, we have concluded that it is inappropriate for schools to provide such services and, moreover, that the quality of such services rendered currently by schools is limited to the extent that some learners in need of assistance are



short-changed. We have further concluded that educators are not appropriately trained to develop, implement, and supervise many of the programs required to alleviate students' special needs and that provision of such ancillary services drains financial resources intended for children's education.

We are left, then, with a compounded problem, for which we ascribe no blame. Professional workers in all institutions and agencies responsible for services to needy children are dedicated, industrious people who care about children, parents, and the public. But the fact remains that the developmental and social capital needs of youngsters facing moderate to severe problems are not adequately addressed at present. They must be addressed; appropriate people must accept that responsibility and provide the appropriate human, physical, and financial resources to accomplish those ends. To do otherwise puts all learners in jeopardy—the needy children, who are unable to learn because of their disadvantages as well as the regular learners, whose instruction is short-changed when the efforts of their teachers are diverted to non-teaching concerns.

This Commission is not in a position to recommend a specific model of delivery for the social services these special needs children require. Needs vary, as does the existence of service groups and agencies, from one locale to another. Already, we perceive that some schools and some communities are rendering exemplary programs in keeping with our recommendations, but such examples are not necessarily transferable to other locations. Diversity of model seems superior to uniformity of delivery patterns. However, we do suggest some universal considerations which seem to apply to all schools and their learners.

In the first place, schools are the only places where it is guaranteed that youngsters come together, in organized and supervised ways, for extended periods of time. Also, since the needs we speak of are discernible in themselves and have bearing on the purposes of education, then schools and classrooms are viable centres for detecting remedial services required by children. Schools are also well-situated in terms of their location to co-ordinate cooperative strategies and services to compensate for student disadvantages,

especially if those services can be rendered on school premises. In short, we believe the school is a natural site where integrated services might be planned and, indeed, delivered. But we stress that these non-instructional services must be provided and funded by agencies other than schools, school districts, or the Ministry of Education. Our view, we realize, represents a bold but essential shift in the emphasis of schooling, and carries with it cost implications for non-school agencies.

The Commission recommends:

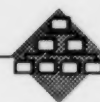
27. That the Ministries of Education, Social Services and Housing, Health, and the Attorney General be charged with responsibility to develop, collectively, appropriate mandates for each ministry which allow for the provision of services to those children who have been identified by school Interministerial Committees as in need.

28. That school Interministerial Committees be provided with the necessary resources to carry out their responsibilities so that all British Columbia students can capitalize on their potential for learning.

8.C.6 ACCESSIBLE PROGRAMS FOR SPECIAL NEEDS CHILDREN

Throughout the Commission's hearings, much attention centred on the provision of school services for 'special needs children.' In some cases, parents spoke about handicapped youngsters; in others, they spoke about gifted youngsters. Altogether, the Commission received approximately 160 recommendations from parents, the public, school professionals, and, on several memorable occasions, from special needs children themselves.

Several significant factors have coalesced to produce the concern British Columbians have shown regarding the education of special needs learners. First, general awareness has been raised by movements toward the de-institutionalization of handicapped people in society at large—a trend apparent in this province for some years. A second and equally important factor has been the advance



of medical science. In recent years, improved medical services have led to a higher survival rate for premature infants which, in turn, has increased the number of learning problems traceable to prematurity and low birth weight.

Third, recent legislative changes at various levels of government have contributed further to current social concern about special needs children. As several submissions have noted, there has been a trend throughout North America over the past two decades to ensure by statute that special needs students, irrespective of conditions, enjoy educational opportunity and access equal to that enjoyed by other school children. In contrast to provinces such as Saskatchewan and Ontario, which have enacted mandatory legislation to provide for the educational needs of such children, provincial policy in British Columbia has been more 'conditional' or 'permissive' to the extent that school districts 'may' provide special needs programs, as opposed to a 'shall-provide' policy attendant with mandatory legislation.

Fourth, well-organized parent advocacy groups have also influenced educational and social policies concerning special needs learners in recent years. Clearly wanting the best and most meaningful experience for their special needs children, these parents and their organizations have generally been successful in demanding that their children be educated in 'normalized' or 'least restrictive' environments. Such parents' groups continue to lobby for extending the services presently offered in the province's schools and argue that the restructuring of such services could jeopardize levels of educational social support earlier won. Parents of special needs children are generally not in favour of a system which simply serves educational, custodial, and socialization functions; they seek a system which meets the complete developmental needs of their children, as they perceive them.

Fifth, and finally, more is known today about how best to educate special needs children. Research has increased our knowledge about how to design and deliver more effective programs and services; an increasingly sophisticated level of professional expertise is now being directed towards the process of identifying, diagnosing, placing, treating, and reporting student progress.

Emblematic of this growing expertise is the identification of the hidden handicapped, or students with specific learning disabilities. These students remained, until quite recently, undetected; they languished in classes and were often mis-labelled as "slow" or "lazy."

The above discussion of recent developments in special education is not intended to be exhaustive in scope. It is intended, simply, to suggest the context that surrounds the discussion of two significant issues related to the delivery of special education programs—issues to which the Commission now turns its attention.

The first of these issues, mainstreaming, as the Commission learned, is a complex and many-sided issue. One view, expressed by parents of gifted youngsters, argued that gifted learners should have access to a range of options from enrichment in a regular classroom to separate classes and, where numbers permit, separate schools. Those who spoke on behalf of students with severe mental handicaps, on the other hand, suggested that normalization of behaviour is more easily achieved through integration in the regular classroom. Some parents of mildly handicapped adolescents requested that their children be permitted to remain in a segregated training school. Advocates for the hearing and visually impaired called for mainstreaming and differed with respect to the best methodology to be employed. But all believed that those who teach their children require special training and that few, if any, limits should be placed on the resources allocated to meet the needs of these special children and to enhance their full potential.

The demands for 'least restrictive environments' and for opportunities to realize the 'full potential' of children with special needs have obviously placed new pressures on the schools. On different occasions, the Commission asked parents, educators, and various experts about the effects of integrating handicapped youngsters into regular schools and classrooms and about the nature of the empirical evidence that supports full integration. In answering such queries, some teachers and parents observed that mainstreaming special needs learners may put other pupils in the class at a disadvantage, particularly if the teachers are not provided with adequate personnel and material support. (It was also



brought to the Commission's attention that gifted learners, like handicapped learners, require greater amounts of resources and attention, especially at the secondary school level.) Two recent British Columbia studies suggest that both teacher and student attitudes are more positive in instances where handicapped learners are partially or fully mainstreamed than where they are segregated.

It appears to the Commission that the nature of resources required for integration should be determined by careful analysis of the particular needs of learners. The Commission's understanding of the research literature and of the advice we received suggests that the use of paraprofessionals working under the guidance of fewer highly qualified teachers may be just as effective as programs requiring a large number of highly specialized and credentialed teachers; it would therefore also be more cost efficient.

The second of these issues concerns youngsters diagnosed as 'severely learning disabled.' Presently, this group of boys and girls constitutes the largest and fastest growing special needs aggregation; more comments were received by the Commission about special learning disabled youngsters than about any other special needs group. In particular, the parents with whom the Commission met were apprehensive about 'capping' the proportion of school enrolment that districts may identify as being 'severely learning disabled,' about shortages of specially trained teachers for such youngsters, about the failure to identify learning disabled pupils in the early years of schooling, and, lastly, about the lack of suitable programs for the severely disabled.

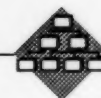
In a meeting with the Commission, the Metropolitan Supervisors and Directors of Special Education indicated that creating programs for the learning disabled is a recent development. They also noted difficult problems to do with defining what constitutes 'learning disability.' At present, they observed, all definitions of what constitutes a severe learning disability are somewhat ambiguous. Professionals, too, differ in view regarding what should be included in effective educational programs for such learners.

While the authorities we met seemed confident that identification and program

development problems will ease in time, others were less optimistic. The Commission learned that certain research studies suggest ambiguities and inconsistencies in several core concepts used to identify learning disabled students and that these ambiguities bring into serious question some administrative and instructional responses commonly applied to meet the needs of these learners. One leading Canadian researcher argues, for example: "... if the construct of a 'learning disability' cannot be satisfactorily defined, it cannot possibly be identified and remediated ... and ... the early identification process may become self-fulfilling and actually help create the learning problems it was intended to offset."

Faced with such uncertainty in the research literature pertaining to this topic, the Commission wishes to emphasize the importance of re-evaluating the effectiveness of the approaches currently used in both the identification of disabled learners and the program delivery areas pertinent to such learners. In view of the important progress that has been made in recent years and despite the relative difficulty in integrating services, the Commission is optimistic that improvements in programs and services will continue to occur in light of the attention now devoted to these learners. In the interim, we believe: present programs and services for special needs parents should be continued; learners with identified special needs should receive schooling in the least restrictive environment possible; decisions about defining such an environment should be made by special education professionals and school officials, in consultation with parents; and wherever necessary, special needs learners and their families should be provided with extended social and health services designed to assist learners to meet the educational challenges they face.

Moreover, we believe that, despite the positive nature of the present policies, programs, and services initiated and operationalized by the Ministry of Education—as well as other provincial ministries, school boards, and local inter-ministerial groups—such initiatives are perceived by many individuals and groups as falling short of guaranteeing special needs children's basic legal rights to an education. We argue with



many briefs which claim that legislative changes are necessary to protect the chartered rights of youngsters. Instead, we favour clarification of the school's responsibility for such learners in the *School Act*, and urge the establishment of appropriate third-party arbitration in instances where parents and school authorities find themselves in dispute.

The Commission recommends:

29. That present policies, programs, and services aimed at providing appropriate learning experiences for special needs learners of the province be continued.

30. That the appropriate ministries of the provincial government provide additional educational support services for both special needs learners and their teachers in normalized classroom settings.

31. That, where necessary, special needs learners and their families be provided with extended social and educational services designed to assist learners in overcoming the educational challenges they face.

32. That rights of special needs learners and their parents be clarified in the *School Act*, together with provisions by which any disputes between parents and school authorities would be referred to, and settled through, appropriate third-party action.

8.C.7 GENDER EQUITY AND OPPORTUNITIES FOR FEMALE LEARNERS AND GRADUATES

Despite the hard-earned advances women have made to improve their status in the workplace over the past two decades, and despite the fact that increasing numbers of women have entered professions and occupations previously closed to them, it remains difficult to undo the effects of centuries of cultural, sociological, and psychological conditioning which directs women to certain roles and excludes them from others. To be sure, great improvements in women's occupational and social status have been fought for and won in recent years; legislative

enactments and policy changes have sought to secure equality for women in public and private sectors. Nevertheless, large numbers of women still find themselves confined to lower paid, lower status jobs.

The school, as one of the institutional bulwarks of democratic life, has a particular responsibility in its teaching and operational practices to ensure that it does not perpetuate traditional kinds of stereotyping or the inequalities they promote. Indeed, it should be a task of the school to create a social and educational climate in which young women and, for that matter, all young people are encouraged to develop to their fullest intellectual, vocational, social, and individual potential.

Much can be done in practical terms, the Commission believes, to expand the vocational and intellectual horizons for young women and to break down certain stereotypes that still exist in the media and popular culture—and, to some extent, within school organizations themselves. Lacking appropriate curricula, textbooks, and role models, young women find it difficult to see themselves as doctors rather than nurses, as pilots rather than flight attendants, as managers rather than secretaries, or, perhaps more pointedly, as school superintendents or principals rather than primary teachers.

The Commission cannot attribute all of the responsibility for this absence of appropriate leadership models for young women to the world outside the schools; after all, the schools themselves leave something to be desired in terms of staffing practices. Within a provincial teaching force in which the population is divided almost equally by gender, female teachers are considerably over-represented in the elementary grades (approximately 70%) and under-represented in the secondary grades (approximately 30%). Female teachers, too, tend to be concentrated in subject areas such as French, English, and home economics; they are scarcely in evidence in mathematics and the sciences. In terms of educational leadership positions, only 13% of school administrators in 1985 were female, and many of these positions were held at the elementary level. Similar imbalances may generally be found in the administrative ranks of post-secondary institutions and in occupations which



demand a high order of scientific or technical expertise. Female under-representation in mathematics and the sciences is illustrated no more vividly than in current enrolment patterns at secondary and post-secondary levels.

In view of such circumstances, the Commission believes that positive steps can be taken in various areas within the school's jurisdiction to improve young women's self-esteem and confidence as well as to widen their expectations of self. These could include: more appropriate counselling to influence course selection by female students and to support young women's preparatory efforts to break into new areas of career and employment; better monitoring of curriculum guides and textbooks to remove gender stereotyping and to ensure that subject content includes women's contributions to our cultural and intellectual heritage; more equitable hiring and promotion practices to reflect current changes and values rather than entrenched practices; and more flexible contract and employment conditions which allow for appropriate combinations of professional employment and child-rearing.

The Commission recommends:

33. That school districts provide appropriate counselling to female learners to influence them in selecting a wide range of appropriate courses in their school programs including, particularly, mathematics and the sciences. Further, that school districts give explicit attention to the hiring of additional female counsellors as role models.

34. That the Ministry of Education monitor all curriculum materials to be used in the schools of the province, with a view to (1) eliminating inappropriate gender stereotypes, and (2) including content about the contributions of women to our cultural and intellectual heritage.

35. That Ministry of Education and school district hiring practices give explicit attention and emphasis to the potential appointment of females in management and administrative positions.

36. That school districts and teachers' unions, in establishing employee contracts, establish flexible working conditions for women which allow for an appropriate combination of professional employment and family child rearing.

8.D GOVERNANCE, ADMINISTRATION, AND THE SCHOOL ACT

From the beginning of the Commission's work, it was apparent that many recommendations found within this report would require codification in the *School Act*. In fact, so fundamental is that legal document, relative to our analysis and suggestions, that we considered seriously the possibility of attempting to provide sample sections of a revised *Act* which would embody our recommendations. Time constraints, regrettably, prevented the Commission's efforts in this regard.

Nevertheless, the need to upgrade the *School Act* is apparent. On close scrutiny, the *Act* reveals its true identity. It represents, in large measure, the scope and intent of its 1872 origins, having had only one major revision in 1957-58. We have learned that it has received limited treatment for decades and that it contains archaic provisions which do not accommodate or reflect the realities of the provincial system in 1988. Some critics, in fact, claim that it may hinder, rather than help, certain operations and aspects of schools and schooling.

The Commission is also aware that, in recent years, several Ministers of Education, recognizing the statutory outdatedness of the *Act*, worked diligently with senior appointed officials to prepare new statutes for legislative approval. All made progress toward this end; much material pertinent to the task already resides in Ministry files. But for various reasons the assignments were never completed. Given the *Act's* outmoded nature and the educational initiatives called for in this Commission report, we believe that it is an appropriate time for the provincial government to initiate a comprehensive revision of the *School Act*, or write a new act.



The Commission recommends:

37. That the provincial government undertake, consonant with the consideration of the recommendations of this report, a complete revision of all sections of the *School Act*.

8.E. CRITICAL DECISIONS AND COST IMPLICATIONS

On behalf of the youngsters in provincial schools, and indeed the provincial community in general, the Commission has addressed what it sees to be the major problems in the British Columbia system and has tried to point the way toward a higher quality of schooling. All of this was done within the terms set out for this inquiry; we have attempted to discharge our duties in a responsible manner. Part of that responsibility called for the Commission to walk the difficult path between the ever-present public call for improvement of services and our own judgement to stay within the bounds of reasonable public affordability in framing our recommendations.

For several reasons, it was not possible to estimate the cost of such recommendations—nor, perhaps, was it appropriate for this Commission to do so. To begin with, we cannot judge to what extent other individuals and groups charged with making future decisions in education will adopt these recommendations. This is rightly beyond our control. We realize that many of these recommendations will involve no financial outlay. Others, which have budget implications, may be readily accommodated through the reallocation of existing funds. Even where dollar increases are obvious, we are not in a position to forecast to what degree our proposals might be incorporated immediately, which of them would be initiated after a period of deliberation and careful planning, which might be shared by agencies other than those directly charged with educational responsibilities, which may be phased in over a period of years, or which might be addressed on a pilot basis or under other restricted circumstances. We are not prepared to speculate on the various implementation options that exist or to predict their exact financial impact.

Throughout this report, the Commission has emphasized the importance of meeting educational challenges at local school and school

district levels. As we examined local initiatives in British Columbia, we became aware that numerous possibilities exist for coping with the problems detailed in this report. We know, too, that the costs of such possibilities also vary. We firmly believe that this flexible approach, together with allowance for variance in cost, provides a strategy for educational change which is superior to applying a set of standard procedures and fixed costs from a top-down, rather than bottom-up, basis.

Another important factor to do with cost must also be considered. In the preceding chapter on educational finance, the Commission urged the provincial government to establish a more stable and predictable base for calculating educational expenditures and for indexing educational budgets over time to some measure of provincial economic growth. We have, of course, no clear economic forecast for the province in the near or distant future. If our recommendation for such indexing is adopted, obviously the extent of funding will vary over time, as will levels of support for various components of educational service. Thus, lacking full capability to tap the public will to support education, being unaware of the future state of the provincial economy, and recognizing the right, creativity, and variability of approach of those who will consider and act upon recommendations, the Commission is unable to provide precise cost analyses of the impact of this report's suggestions.

Nevertheless, we feel obliged, on behalf of children, to identify areas in which critical changes are necessary. Ultimately, how much our proposals will cost will depend largely upon the degree to which the British Columbia public, and those who represent them in elected or appointed positions, identify with the ideas, values, arguments, and conclusions we have presented, and upon the degree to which they see fit to commit themselves financially in support of these things.

For example, if we, as a provincial community, believe that learning should be relevant to all youngsters' needs and accessible to parents and children, and if we are convinced that changes must be made to enhance access for learners with special needs, for youngsters in rural and remote locations, for First Nations children, and for young people recently arrived in British Columbia, then how can we avoid some added costs? If pupils currently unable to avail themselves of learning experiences because of unattended physical, medical, social, emotional,



or mental needs are to be provided with at least minimal support services by people qualified to address their problems, how then can we deny such additional expenditures?

If we accept the undesirability of learners leaving the system before completing a high school education, and if we feel compelled, accordingly, to provide relevant, high quality, occupational alternatives at the high school level, then how can we avoid cost implications? If we desire quality teachers, carefully selected and well educated, and more productive teaching-learning environments, can we refuse the costs for such services? If we act responsibly, in terms of what we know of the deteriorating physical condition of some school buildings in the province, can we do otherwise but recommend additional capital expenditures? And if we provide more than lip service toward putting British Columbia on the leading edge of world developments, and toward enhancing the demand for our educational graduates in local, national, and global market-places, can we turn our back on the investment necessary to secure such goals?

In summary, we reiterate that the question of educational cost remains ultimately a question of public commitment. If we, as a provincial society, see great value in schooling and appreciate its instrumentality in human resource development and in economic terms, then schooling deserves the strongest level of support we can afford. The Commission believes, on the basis of its inquiry, that such public commitment does in fact exist, that high quality schooling is a provincial priority, and that British Columbians are prepared to support schools to the best of their ability.

CHAPTER 9:

FRAMING A MANDATE

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9. FRAMING A MANDATE

In eight preceding chapters of this report, we focussed attention on two areas of discussion. We reviewed first the social context in which provincial schools now operate and in which youngsters learn; then we analyzed four principal elements foundational to all educational systems—the school curriculum, the character and organization of the teaching profession, financial and accountability systems for schooling, and the structures for school governance and administration around which the system is organized.

In addressing the social context, we emphasized that much has changed in provincial schools and society—and in the world of the learner—since the publication of the previous Royal Commission report on education almost three decades ago. We attempted to identify these social and educational changes and to illustrate their meaning for schools now and as we look toward the future. In doing so, we realized, as others have before, the intimate links between schools and the society they serve. We learned, too, that schools cannot ignore the broad social forces surrounding them. For their own effectiveness as institutions, they must respond to their environment and find ways to adapt and accommodate to changing demands.

“How should schools respond to their environment and to the changing demands made upon them?” That is the question that lies at the heart of this report. We attempted, throughout our discussion and recommendations, to provide an answer.

In doing so, and in examining the four dimensions of schooling noted above, we became aware of the depth and complexity of issues in education today. We saw, for example, that, whatever the provincial school system represents, it is first a social system comprised of people of all ages—from kindergarten children to grandparents returning to school for evening classes. Within this social system, students, teachers, administrators, and elected representatives carry with them to the school each day certain dreams, certain goals, and certain values. The school, we have learned, is a place where thousands of human interactions take place in the course of any school day; it is a living organism that transcends the structural relationships represented on organizational charts. It is a place where people come in search of various services and where others try to provide such services—the ‘fit’ between what people need and what

they receive speaks to the performance of the system and their level of satisfaction with it.

Within this broad social system, we saw, too, that there are natural and continuing points of tension. These are not simply the result of territorial or jurisdictional disputes about where zones of authority and responsibility begin and end, although British Columbia has had no shortage of such disputes in recent years. In essence, they have more to do with the competition among ideals and values that forever exists in any dynamic social system, and the influence of this competition on the development, delivery, and management of educational programs and services. Such competition, and the tension it produces, is not necessarily dysfunctional. It reflects the vitality and diversity of a democratic culture in its expression, and represents a search for direction and equilibrium within the system itself.

Nevertheless, such tension, together with the presence of important social changes, may lead to some confusion about the purposes of schooling, the role of schools in society, and the scope of the school’s responsibilities, as it has done recently in British Columbia. Throughout many meetings and conversations with parents, community leaders, and school professionals, we listened, time and again, to calls for a school mandate or for some statement defining educational purpose, direction, responsibility, and the nature of the school’s relationship with other social agencies. In the following pages, we attempt to respond to these calls on the basis of what the Commission has learned about the schools of British Columbia.

9.A A ‘LOOSE AND TIGHT’ SYSTEM

This report has outlined a portrait of the school system envisioned by the Commission. In the broadest sense, it is a system characterized by both ‘loose’ and ‘tight’ properties: ‘loose’ in the sense that greater differentiation, greater choice, greater diversity, and greater freedoms exist for all individuals within the system than at present; ‘tight’ in the sense that there is closer articulation and cooperation among the components of the system, that basic system of monitoring and accountability are strengthened, that funding levels are indexed and predictable, that



assignments of roles and responsibilities are better clarified and defined, that zones of authority and jurisdiction are more specifically delineated, and that more appropriate structures are in place for communication, control, and action. It is a system that seeks to free the great human resources found in and around schools from the weight of conflict and uncertainty. Yet, it is also a system that seeks to protect the public good through structures and processes designed to ensure that certain standards are maintained, certain skills and bodies of knowledge are learned, and certain protections are afforded youngsters, parents, teachers, school personnel, and the community in general.

Our recommendations, we trust, clearly embody the characteristics of such a system. For example, in the areas of curriculum and instruction, we have attempted to loosen the constraints of the existing system by *enhancing*: lifelong learning, local curriculum initiatives, interdisciplinary approaches to learning, integrated patterns of classroom grouping, the flexibility of admission requirements in the primary grades, the elective choices of students at the senior secondary level, and the range of high school programs that exist inside and outside schools. Likewise, in governance, administration, and other areas, we have sought to free the system in new ways by *extending*: parental and pupil choice in public and non-public sectors, individual school control in budgeting, rural access to educational opportunities and services, and the authority of Native peoples to control their own school affairs, to name but a few examples.

At the same time, however, we have sought to tighten the system in other ways. For example, we have seen fit to recommend that a Grade 1-10 Common Curriculum be implemented and that the goals of schooling be defined in educational terms. The system, as we see it, would incorporate these further changes: financial support is indexed to the economy; all youngsters are given entitlement to 12 years of schooling; non-educational agencies are held strictly accountable for the provision of social services; educational opportunities are equalized wherever possible; gender inequities are corrected; governance and administrative relationships are clarified and defined in more specific terms; roles and responsibilities pertaining to all actors and participants inside and outside the system are more narrowly delineated; and monitoring and evaluating systems for reporting financial and student performance data are improved.

In recommending loose and tight properties for the system, we seek to create an educational climate in which freedom exists within structure, in which the system's need for conformity and standardization is balanced by no less important needs for diversity and individualization; such a climate will enable objectives, standards, and responsibilities to be cinched down, wherever necessary, without depressing the efforts of parents, pupils, teachers, or school officials to develop new strategies for success or to make the system more responsive to those it serves. Within such a climate, we believe, individual initiative can flourish and be rewarded. That climate, too, we trust, will promote the overall stability of the system, yet allow for greater flexibility in meeting diverse needs and environmental demands.

9.B ELEMENTS OF A MANDATE STATEMENT

Within the framework of this loose and tight system, we offer an outline of the mandate that we believe is now required. What follows here, in summary terms, is what we see as the principal elements or components of a mandate statement. We limit our remarks to summary form for two reasons. First, we believe that our entire report in many ways speaks comprehensively to the question of mandate and should not be distilled too readily. Second, we believe that responsibility for the development of a mandate statement rests ultimately with the Minister of Education and that ministry of government; the definitive statement should be developed under such leadership and in close consultation with the major organizations in provincial schooling. This Royal Commission report, with other recent studies, provides a sufficient basis from which to launch such an initiative and, in the process of doing so, help bring together an educational system too long at odds with itself.

Having said this, let us suggest some elements which should constitute the foundations of a mandate statement. First, at the core of any mandate statement there must be *a statement of goals*. Despite notions to the contrary, the Commission believes, this statement of goals is not difficult to derive. In fact, the intellectual, vocational, social, and individual purposes of education we emphasize throughout this report have provided the foundations for educational

endeavour for more than 2,000 years; we believe those foundations remain as durable and useful as they were at the beginning of the Classical Age. Regardless of fad or fashion, the stated goals should continue to guide our educational activity at every level of schooling.

For practical purposes, a mandate statement should also make explicit *the scope of the school's responsibilities*. Throughout this report, we have been careful to define these responsibilities in educational terms and have strongly cautioned educators not to assume social responsibilities that more properly accrue to other helping agencies of government. We have deliberately defined the purposes of schools in this way to prevent the diffusion of energies and focus that has come to mark the provincial system over the past decade or so. We do acknowledge, however, that schools, by their very nature, will remain providers of custodial services for society and will continue their work in socializing children.

Similarly, we believe, a mandate statement should clarify *the roles and relationships of the principal participants and actors* in provincial schooling, both in terms of educational practice and law. This clarification should define the rights, privileges, duties, and responsibilities of pupils, parents, teachers, administrators, and governance officials at provincial and local levels, as well as major organizations within the educational community. It should also specify in such terms the relationship of non-educational agencies and organizations to the school system. Moreover, in view of the uncertainty that has come to surround aspects of governance and administration in recent years, we believe that special attention should be paid toward clarifying the roles and responsibilities of the Ministry of Education and the provincial government, as well as the roles and responsibilities of local school boards and local schools.

For purposes of focus, a mandate statement should also make explicit *the nature and sequence of the curriculum* to be followed at elementary and secondary levels, the learning outcomes generally desired at such levels, the division of responsibility for curriculum development and implementation, the classroom groupings favoured and permitted, and the nature, kind, and value of student assessment procedures.

A mandate statement should further include, we maintain, an explicit understanding about *the level of financial support* the system will be

provided over a definite period of time, in terms of both operating and capital funding. Without the clear dissemination of financial guidelines which specify the limits, uses, and sources of funding, neither the public nor the professionals who serve them can systematically develop the processes, plans, and other mechanisms required to achieve the system's goals.

In addition, we believe, a statement of mandate should also define for specific periods of time any *special goals* the system seeks to pursue. These might, for example, include such goals as promoting greater educational opportunities in rural areas, introducing new technologies into education, correcting gender inequities in administrative hiring practices, or expanding choice within secondary school programs. If these goals are to be addressed for a specific period and receive special attention, funding, or treatment, the mandate statement should be revised so that it reflects the current emphases, strategies, and priorities of government.

A statement of mandate should likewise specify in some way who assumes *responsibility for leadership, change, and the renewal of the system*. As long as British Columbia schooling continues to be shaped by geography and regional differences, the system as a whole will require leadership at the provincial level. In saying this, we assume that, regardless of whatever authority may be granted to local districts in the future, schooling will require direction in several respects at the system-wide level. Such direction will be needed, for example, in: overall planning and articulation of various parts within the educational system; co-ordination of human and material resources; establishment of policy, including legislative initiatives; and the setting of budgets and monitoring of the system through accounting and evaluation procedures. The administration of the entire system, the Commission further assumes, requires more than technical mastery of its various functions. It requires stable, visible leadership that, when informed and guided by consultation with others in the educational community, will animate the system and assist it in responding to the new challenges time and circumstance will bring. A system of this size and complexity, therefore, depends in many ways on the perspective and cohesion that only a central educational agency such as the Ministry of Education can provide.

This is not to suggest that responsibility for leadership, change, and the renewal of the



system is the exclusive domain of the central authority. Given the need for system-wide coordination, it is essential that school districts and schools work collaboratively with the Ministry of Education to build the structures and processes necessary to guide and revitalize the system. Here, too, it should be noted that school districts and individual schools are situated in such a way that they relate more directly to pupils, parents, and teachers than any senior level of government. Within this context, they can provide visionary leadership that reflects local needs and priorities, systems that support implementation of appropriate change in accordance with local expectations and resources, and efforts at renewal that encourage program development and personal growth in the local community and its schools.

Finally, for the sake of clarity and to remove some of the uncertainty that has troubled the governance and administration of the system in recent years, the Commission envisions the expression of the foregoing elements (and others as required) in a *formal statement* by the Minister of Education. This statement could serve the system well as a point of reference, particularly if the elements of the mandate were themselves referenced clearly to provisions within the *School Act*, or Ministry of Education policy and administrative handbooks. Ideally, this statement of mandate would be published and circulated widely, and be available in every school district office and school throughout the province, where it should be supplemented by district statements reflecting local policies, needs, and priorities.

9.C THE CHALLENGE

In various ways throughout the preceding pages, the Commission has sought to draw attention to the importance of schooling as a vital provincial resource, the importance of the youngsters who attend British Columbia

schools, the importance of the teachers who work with them daily, and the importance of parents and many organizations in helping to shape the character of schooling. This report seeks to define a better educational future for all of them—a future marked by opportunities for greater choice, access, flexibility, cooperation, and responsibility—a future that we hope is both achievable and fair.

As we say this, however, we realize that the Commission's efforts to identify critical problems in provincial education, and to outline recommendations for change, are but small steps in a larger and more instrumental process. The truly difficult task is the one that the Commission bequeaths to school governance officials at provincial and local levels, to school staffs and their communities, and to the representatives of professional and other educational organizations. For it is they who must work together cooperatively to develop the structures, processes, and avenues of communication that will allow for the discussion and resolution of competing democratic ideals and values.

It is they who must encourage and assist public participation in educational matters, public expression of positions, and public debate on the salient school issues and choices of our time. It is to these elected and appointed individuals, and to the organizations and youngsters they serve, that falls the heavy burden of leadership in establishing a forum for provincial discussion and action.

We know that our goals can be achieved through the creation of a climate of trust and good faith, and a new awareness that special interests must be balanced against the need for consensus and compromise in the interest of the greater public good. In a province long noted for its political fractiousness, this is a task of no small order. There is, perhaps, no greater challenge facing the educational community in British Columbia as we approach the end of the twentieth century. If we accomplish the task, we may well leave a legacy of real value to learners.

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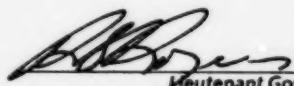
APPENDIX A

ENABLING ORDER IN COUNCIL AND TERMS OF REFERENCE

PROVINCE OF BRITISH COLUMBIA

ORDER OF THE LIEUTENANT GOVERNOR IN COUNCIL

Order in Council No. **446**, Approved and Ordained MAR. 14.1987


Lieutenant Governor

Executive Council Chambers, Victoria MAR. 13.1987 Amn. 818/87, 549/88, 1010/88

On the recommendation of the undersigned, the Lieutenant Governor, by and with the advice and consent of the Executive Council, orders that

1. A commission be issued appointing Barry Martin Sullivan, Q.C. of Coquitlam, British Columbia, as a commissioner under Part 2 of the *Inquiry Act* to inquire into and, on or before April 1, 1988, to report on education in the Province from kindergarten through grade 12, and in so doing to inquire particularly into and report on those matters set out in the attached Schedule.

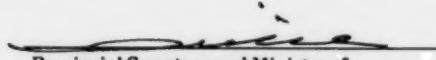
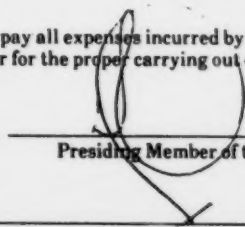
2. The remuneration of the commissioner shall be equivalent to that paid by Canada to a Supreme Court judge and other terms and conditions shall be equivalent to those applicable to a Deputy Minister under Treasury Board Order 40, other than part 6 of that order.

3. Consent is given to the commissioner to appoint clerks and stenographers as he considers necessary for conducting the inquiry, and to pay them at the rate or salary that is equivalent to the rate or salary paid to employees in similar positions in the public service.

4. To assist in achieving the objectives of the inquiry, the commissioner may appoint or retain research assistants and professional advisers as he considers appropriate.

5. The entitlement to reimbursement of travel related expenditures of the commissioner and of persons appointed or retained pursuant to section 4 of this order shall be equivalent to the entitlement to reimbursement of travel related expenditures of members and managerial employees as set out for Group II in Treasury Board Order 88, and the entitlement to such reimbursement of other employees of the commission of inquiry shall be equivalent to the entitlement of the other employees as set out for Group I in that order.

6. Subject to appropriation, approval is given to Government to pay all expenses incurred by the commissioner in the inquiry and which are considered necessary by the commissioner for the proper carrying out of his duties.


Provincial Secretary and Minister of
Government Services
Presiding Member of the Executive Council

[EDITORIAL NOTE: Amendments to the above Order in Council were made by Orders 818/87, 549/88, and 1010/88; the last of these extended the period of the Commission to July 15, 1988. Terms of reference, provided in the Schedule to the original Order, are reprinted on the next two pages.]

SCHEDULE

EDUCATION IN B.C. SCHOOLS

INQUIRY TERMS OF REFERENCE

OBJECTIVES

The Government of British Columbia believes that education is a life long process embracing many facets, including personal development, career preparation, and the enhancement of creativity, self-discipline, mature judgement and a broad range of life skills, not the least of which is curiosity—the love of learning.

Education, therefore, is not limited to an institutional setting, but may be greatly impacted by educational institutions, their goals and the adequacy of their procedures in meeting these goals. We believe that quality, effectiveness and relevance of the Province's schools and post secondary educational systems have an enormous impact on our success. British Columbia today faces unprecedented challenges as the result of fundamental economic and technological change. The government has concluded, therefore, that it is timely to clearly evaluate where we are going in education and to select the most appropriate and cost-effective means of meeting our objectives:

- a population well prepared to meet the rapidly changing challenges of everyday life in the 21st century.
- a population which is highly motivated to learn and to develop personal skills and creative potential to the maximum extent possible.
- a population which is well prepared to rationally and maturely evaluate options at both the personal and community levels.

QUALITY ENHANCEMENT

While providing an opportunity for a broad range of input, the inquiry will be asked to specifically address:

1. The adequacy of programs to identify and develop the creative potential of both specially gifted and general students throughout British Columbia.
2. The relationship of class size and work loads to the morale and performance of both students and teachers.
3. The adequacy of programs to develop the critical, analytical and logical skills of B.C. students, and their ability to develop mature rational judgement on personal moral, ethical and social issues.
4. The adequacy of programs to develop the language and expressive skills of B.C. students, including mathematical, scientific, technical and computer literacy.
5. The adequacy of programs to develop the advanced vocational and technical skills of B.C. students.
6. The adequacy of programs to develop and encourage the economic, consumer and business knowledge and skills of B.C. students.
7. The adequacy of programs to develop the health, nutrition, exercise and related life skills of B.C. students.
8. The adequacy of programs to develop historical perspective and awareness of culture and cultural diversity in B.C. students.
9. The adequacy of programs and procedures to promote well-disciplined, highly motivated love of learning in B.C. students.



In doing so, we begin from a position of fundamental respect for the dignity and potential of every single British Columbian. We recognize, too, the unique natural relationship between parent and child and the vital role which parents can and should play in the education of their children.

There has been a great deal of useful and broadly-based public and professional consultation on education in British Columbia in recent years. As a result, we are able to focus the terms of the present enquiry so that concrete changes can be proposed and implemented without unreasonable delay. At the same time, however, the inquiry will be inviting submission of creative alternatives for attaining the specific goals which have been identified. Within the broad context of the objectives the inquiry will be asked to consider very specific suggestions which have been made from various quarters.

ACCOUNTABILITY

We believe that the educational system must be accountable to the community for its performance. The inquiry will therefore be asked to recommend appropriate mechanisms and standards of measurement for:

1. student performance
2. teacher performance
3. teacher qualifications
4. cost-effective program delivery
5. program accessibility and equity
6. adequacy of funding.

TEACHING METHODS AND CURRICULA

Specific attention will be given to:

1. The process required to ensure that teaching methods and curricula in all subjects are up-to-date and the *most effective of all* available.
2. The process required to ensure that teacher recruitment, training, qualification, remuneration, promotion and on-going professional development policies are effective in ensuring a uniformly high and continuing standard of professional performance, initiative and motivation.

3. Consideration of alternatives to traditional classroom instruction and to the teaching day, grade and school year systems.
4. The process required to ensure that students' educational paths are most appropriate to their individual talents and needs, while maintaining a healthy balance between specialized, practical and job market orientation and the need for a well-rounded and general education.
5. The process required to ensure that all B.C. students receive a solid grounding in the core knowledge required to function as effective adults in contemporary society.

STRUCTURES

We cannot assume that the structures of the past are the best available to meet current needs, or that it is prudent to invest all of society's educational resources in a single model. The inquiry will be asked to make specific recommendations concerning:

1. Means of enhancing parental involvement in the educational system.
2. Means of better recognizing and respecting the diversity of cultural heritage and moral and/or ethical and spiritual beliefs in our Province and the world.
3. Means of ensuring that geography, gender and other extraneous considerations do not pose unreasonable or inequitable burdens or barriers for B.C. students in their personal educational development.
4. Means of ensuring effective, constructive and broadly-based teacher input in the educational planning process and in the determination of policies directly impacting their working conditions, remuneration, professional and career development.
5. Means of more widely sharing and publicizing information about educational alternatives and their effectiveness in public and private school systems both in British Columbia and in other jurisdictions.
6. Means of cooperative program and priority development between schools and the post-secondary system in British Columbia.

APPENDIX B

CHRONOLOGICAL LIST OF SUBMISSIONS RECEIVED

WRITTEN SUBMISSIONS

No.	Name	Location	No.	Name	Location
0001.	Castlegar District Parents' Committee	Castlegar	0041.	Carol Finkle	Dawson Creek
0002.	Open Roads School	Castlegar	0042.	Brenda Tschop, Susan Haddow, Susan Baker	Dawson Creek
0003.	Board of School Trustees, S.D. 9	Castlegar	0043.	Emily Laudry	Dawson Creek
0004.	Stephen Johnson	Agassiz	0044.	Pouce Coupe Elementary School	Pouce Coupe
0005.	Cecil Kalmakoff	Kelowna	0045.	Philip D. Cove	Fort St. John
0006.	Trail and District Teacher Librarians	Trail	0046.	City of Fort St. John	Fort St. John
0007.	Trail District Primary Teachers' Association	Trail	0047.	Louise Framst	Cecil Lake
0008.	Nelson-Trail & District Labour Council	Trail	0048.	Board of School Trustees, S.D. 60	Fort St. John
0009.	Nathalie Cordiez	No Address	0049.	B. W. McCarron	Victoria
0010.	Anonymous	No Address	0050.	Shirley Wass, Marion E. Smith	Sooke
0011.	Harold L. Campbell	Victoria	0051.	Henry Wiebe	Abbotsford
0012.	Castlegar Teachers' Association	Castlegar	0052.	Jack Helmers	Squamish
0013.	Director of Continuing Education, S.D. 11	Trail	0053.	Francis C. Hardwick	Vancouver
0014.	Fruitvale-Trail Learning Disabilities Association	Fruitvale	0054.	Duane Sutherland	Cranbrook
0015.	Trail & District University Women's Club	Trail	0055.	Brigitte Reiche	Gibsons
0016.	Trail Community Task Force on the Funding of Education in B.C.	Trail	0056.	W. McKerlich	Delta
0017.	Anonymous	No Address	0057.	Parents of Creston Valley Quest Students	Creston
0018.	Christine Ling	Rosland	0058.	June Bouchie	Surrey
0019.	Anonymous	No Address	0059.	Rick Burns	Prince George
0020.	Resource Centre, S.D. 7	Nelson	0060.	Mary Ashworth	Vancouver
0021.	Frances Welwood	Nelson	0061.	George F. Gromer	Vancouver
0022.	R. L. Switzer	Nelson	0062.	T. H. Taylor	Chilliwack
0023.	Lisa Moon	No Address	0063.	Chetwynd Teachers' Association	Chetwynd
0024.	Amber Payette	No Address	0064.	Terry Sankey	Chetwynd
0025.	Anonymous	No Address	0065.	Paul Gallagher	North Vancouver
0026.	Anonymous	No Address	0066.	Sigrid Anderson	Victoria
0027.	Anonymous	No Address	0067.	D. Anne Thompson	Rose Prairie
0028.	Sonya Scott and Juli Bailey	No Address	0068.	Catherine B. Mulvahill	Chezacut
0029.	Anonymous	No Address	0069.	K. Schadt	Burnaby
0030.	Nelson District Teachers' Association	Nelson	0070.	Stacey Cupples	Cranbrook
0031.	Bob French	Nelson	0071.	Taras Makar	Sparwood
0032.	Anonymous	Taylor	0072.	Mike Eckersley	Kimberley
0033.	John J. Ainsworth	Tumbler Ridge	0073.	Sandra Glover	Marysville
0034.	Gary D. Hunter	No Address	0074.	Kimberley Chapter, Learning Disabilities Association of B.C.	Kimberley
0035.	Lucinda Lockwood	Tumbler Ridge	0075.	Board of School Trustees, S.D. 18	Golden
0036.	Tumbler Ridge Parents' Group	Tumbler Ridge	0076.	Golden Chapter, Canadian Parents for French	Golden
0037.	Carol Skulmoski	Mackenzie	0077.	Focus on Thinking Foundation	Invermere
0038.	Arnold Boomhower	Mackenzie	0078.	Board of School Trustees, S.D. 4	Invermere
0039.	S. L. Summer	Hudson's Hope	0079.	Windermere District Teachers' Association	Invermere
0040.	Board of School Trustees, S.D. 59	Dawson Creek	0080.	Ken Strang	Cranbrook
			0081.	St. Patrick's School	Victoria
			0082.	Helen Eldstrom	No Address
			0083.	Anonymous	No Address



No.	Name	Location	No.	Name	Location
0084.	Anonymous	No Address	0126.	Gitsan Wet'suwet'en Government Commission	Hazelton
0085.	B. H. Conrad	No Address	0127.	Wip Si'satxw House of Purification Society	Kitwanga
0086.	Anonymous	No Address	0128.	Kitanmax School of Northwest Coast Indian Art	Kitwanga
0087.	Anonymous	No Address	0129.	B.C.M.H.P. Education Committee	Cranbrook
0088.	Radium Parents' Group	Radium	0130.	Margaret Long	Burns Lake
0089.	Daniel J. Brown	Vancouver	0131.	Irene Coleman	Atlin
0090.	South Peace Colony Children	No Address	0132.	Sharon Steele	Burns Lake
0091.	Kitimat District Teachers' Association	Kitimat	0133.	Board of School Trustees, S.D. 55	Burns Lake
0092.	Peter K. Snidal	Vancouver	0134.	Anonymous	No Address
0093.	Richard C. Mitchell	Cranbrook	0135.	Thomas and Dwaina Sprague	Pitt Meadows
0094.	John B. Tyrrell	Abbotsford	0136.	Lorna Dostaler	Elkford
0095.	Chris Guiver	Fernie	0137.	V. G. Baumgartner	Elkford
0096.	Charles Frizell	Vancouver	0138.	Janet McKerracher	Elkford
0097.	Board of School Trustees, S.D. 9	Castlegar	0139.	Andrew Soles	Victoria
0098.	Castlegar District Teachers' Association	Castlegar	0140.	Walter Bjorkman	Canal Flats
0099.	Journal of Canadian Public Policy	Toronto	0141.	Kate Noakes	Fernie
0100.	Anonymous	No Address	0142.	Ed Carlin	Vancouver
0101.	Barry E. Davis	Terrace	0143.	Board of School Trustees, S.D. 92	New Aiyansh
0102.	G. W. Underhill	Hazelton	0144.	E. Michael Coles	Burnaby
0103.	Christian School Society of Smithers & Telkwa	Smithers	0145.	Students, George Bonner Junior Secondary School	Mill Bay
0104.	Mount Elizabeth Secondary School Student Council	Kitimat	0146.	Elaine McLeod	Bowen Island
0105.	Mount Elizabeth Secondary Parents Consultative Group	Kitimat	0147.	Lorraine Ernst	Fruitvale
0106.	Kootenay Society for the Handicapped, Kimberley Branch	Kimberley	0148.	Frank Beinder	Richmond
0107.	Margaret E. Brown	Hazelton	0149.	Bryan Mix	Burns Lake
0108.	Hazelton-Kitwanga Teacher-Librarians' Association	Hazelton	0150.	Board of School Trustees, S.D. 19	Revelstoke
0109.	Smithers Association for the Learning Disabled	Smithers	0151.	Kay Bingham School Liaison Committee	Kamloops
0110.	P. J. Sicotte	Smithers	0152.	Anonymous	Fort Nelson
0111.	Joyce Albert	Salmo	0153.	Board of School Trustees, S.D. 81	Fort Nelson
0112.	Bulkley Valley Teachers' Association	Smithers	0154.	Judith John	Trail
0113.	Board of School Trustees, S.D. 54	Smithers	0155.	Fort Nelson Christian School	Fort Nelson
0114.	Kitwanga Home and School Association	Kitwanga	0156.	Jay Samuels	Minneapolis
0115.	Gary E. Moore	Hazelton	0157.	Northwest Alcohol & Drug Counselling Service	Terrace
0116.	W. C. Hornburg	Terrace	0158.	Lee Mack	Roseland
0117.	Hilda Dahl	Prince George	0159.	Ellen Lewers, Cheryl Ranns, Julie Key	Victoria
0118.	Stephen J. Johnson	Agassiz	0160.	G. Bomhof et al	Richmond
0119.	Charles Bloom Secondary School	Lumby	0161.	John Manly	Taylor
0120.	Anspayaxw School Society	Hazelton	0162.	G. N. Dicker	Burns Lake
0121.	Russell G. Fraser	Vancouver	0163.	Theresa Trudel	Fort Nelson
0122.	Susan DeBeck	Vancouver	0164.	Kristie Hammond	Fort St. John
0123.	Students, Mackenzie Senior Secondary School	Mackenzie	0165.	Muriel Powell	Victoria
0124.	Mount Elizabeth Secondary Parents Consultative Group	Kitimat	0166.	Canadian Alliance of Home Schoolers	Toronto
0125.	Bryan and Joan Good	Smithers	0167.	A. Marvin Faulhaber	Penticton
			0168.	Bryan and Keera Carroll	Saskatoon
			0169.	Ian Dagleish	Kitimat

No.	Name	Location	No.	Name	Location
0170.	Janet Anderson	Terrace	0215.	Anton R. Noteboom	Gibsons
0171.	Rebecca Georges	Kitimat	0216.	D. Goyeche	Penticton
0172.	Board of School Trustees, S.D. 80	Kitimat	0217.	British Columbia Arts in Education Council	Vancouver
0173.	Michael D. Anthony	Kitimat	0218.	Elaine McLeod	Bowen Island
0174.	Carnegie Learning Centre	Vancouver	0219.	Canadian Parents for French, British Columbia Chapter	Vancouver
0175.	Louise Smith	Prince Rupert	0220.	C.O.P.E. Education Committee	Vancouver
0176.	Prince Rupert Community Intervention	Prince Rupert	0221.	British Columbia Council of College and Institute Principals	Vancouver
0177.	Prince Rupert District Teachers' Association	Prince Rupert	0222.	J. Thomas Dewar	Qualicum
0178.	North Coast Tribal Council	Prince Rupert	0223.	Jerry Konrad	Burnaby
0179.	Reading and Writing Network Committee	Prince Rupert	0224.	Frank Beinder	Richmond
0180.	Kildala School Parents' Group	Kitimat	0225.	Anonymous	Vancouver
0181.	West Kootenay & Boundary Technology Education Association	No Address	0226.	Board of School Trustees, S.D. 12	Grand Forks
0182.	Ken W. Penner	Telkwa	0227.	Superintendent's Advisory Committee	Grand Forks
0183.	Tom Williams	Prince Rupert	0228.	Mike F. K. Linley	Grand Forks
0184.	Board of School Trustees, S.D. 52	Prince Rupert	0229.	John MacNab	Creston
0185.	Reading and Writing Network Committee	Prince Rupert	0230.	Tumbler Ridge Parents' Group	Tumbler Ridge
0186.	Board of School Trustees, S.D. 52	Prince Rupert	0231.	British Columbia Ministry of Education	Victoria
0187.	Kitimat City High School	Kitimat	0232.	Merle E. Herbert	Victoria
0188.	Pineridge Elementary School	Prince Rupert	0233.	Concerned Citizens, Shuswap-Revelstoke	Enderby
0189.	Lee Coran	Cassiar	0234.	Kootenay Indian Area Council	Cranbrook
0190.	Geoff and Dorothy Kerbrat	Prince George	0235.	Edward Harrison	Terrace
0191.	Kitimat-Terrace Down's Syndrome Parents Support Group	Kitimat	0236.	Harry Mah	Vancouver
0192.	Lissy Christensen	Campbell River	0237.	East Kootenay Environmental Society	Kimberley
0193.	Betty Schofield	Victoria	0238.	R. H. Regan	Coquitlam
0194.	The A.S.P.E.N. Group	Kimberley	0239.	S. Leslie	Burnaby
0195.	Joseph Barre	Kelowna	0240.	Board of School Trustees, S.D. 9	Castlegar
0196.	Mary MacMillan	Chilliwack	0241.	Board of School Trustees, S.D. 23	Kelowna
0197.	Kelowna Christian Centre School	Kelowna	0242.	Alois Schachtner	Burnaby
0198.	Jerry Franciscovich	Vancouver	0243.	Z. L. Sia	Ladner
0199.	Trail & District Community Arts Council	Trail	0244.	Marlene Shipley	Cassiar
0200.	Sanford Tuey	No Address	0245.	Judy Alger	Dease Lake
0201.	Brenda Perry	Elkford	0246.	Dease Lake School Advisory Committee	Dease Lake
0202.	Robert M. Koon	Burns Lake	0247.	Board of School Trustees, S.D. 87	Cassiar
0203.	Usher J. Hammer	Vancouver	0248.	Betty Cavanagh	Cassiar
0204.	Board of School Trustees, S.D. 86	Creston	0249.	British Columbia Federation Council for Exceptional Children 646	Cowichan Bay
0205.	Tom Blair	Campbell River	0250.	British Columbia Learning Assistance Teachers' Association	Vancouver
0206.	University of Victoria Education 450 Students	Victoria	0251.	Division on Career Development, International Council for Exceptional Children	Surrey
0207.	R. A. McKenzie	Smithers	0252.	Child Psychiatry Assessment Unit, British Columbia Children's Hospital	Vancouver
0208.	Paul Brinton	Abbotsford	0253.	Metro Supervisors & Directors of Special Education	Langley
0209.	Queen Mary School Teachers	Vancouver	0254.	British Columbia Association of Speech Language Pathologists and Audiologists	Vancouver
0210.	Education Division Trinity Western University	Langley			
0211.	Noreen Provost	North Vancouver			
0212.	Barbara Humphrey	Burns Lake			
0213.	Roger G. Nickel	North Vancouver			
0214.	Bernard W. McCarron	Victoria			



No.	Name	Location	No.	Name	Location
0255.	British Columbia Psychological Association	Vancouver	0295.	Lillian Jones	Surrey
0256.	John E. Kennett	Richmond	0296.	Jose Zambilowicz	Comox
0257.	W. Staples	Delta	0297.	D. Urquhart	Vancouver
0258.	A. Jenkins	Richmond	0298.	Harold R. Ward	Crescent Beach
0259.	Vancouver Teacher Librarians' Association	Vancouver	0299.	Hector Hammerly	Port Coquitlam
0260.	The Caring Parent Program	Vancouver	0300.	Ken Harvey	Vancouver
0261.	Sol Jackson	Vancouver	0301.	Ken R. Clarke	Langley
0262.	Henry Good	Vancouver	0302.	D. Barry Anderson	Langley
0263.	Industrial Education Student Teachers	Vancouver	0303.	British Columbia Preschool Teachers' Association	Victoria
0264.	Michael Chrunik and Susan Lockhart	Vancouver	0304.	Burnaby Physical Education Teachers	Burnaby
0265.	M. S. Wark	Burnaby	0305.	Burnaby Family Young Men's Christian Association	Burnaby
0266.	John Ivo Schwuger	New Westminster	0306.	Burnaby Association of School Administrators	Burnaby
0267.	English Academic Preparation Students, John Oliver High School	Vancouver	0307.	Barry Jones	Burnaby
0268.	Strathcona Community Centre Association	Vancouver	0308.	James V. Borelli	Burnaby
0269.	Ian Bruce Kelsey	Tahsis	0309.	Keith Stainton	Burnaby
0270.	Greater Vancouver Mental Health Service Society	Vancouver	0310.	H.L. Stush	Vancouver
0271.	Sandra R. Bruneau	Vancouver	0311.	Dorothy Stevens Lachlan	Richmond
0272.	City of Vancouver Health Department	Vancouver	0312.	Green Party of British Columbia	Vancouver
0273.	Douglas D. Paterson	Vancouver	0313.	Physical Education Coordinators	Burnaby
0274.	Irwin Schubert	Vancouver	0314.	Board of School Trustees, S.D. 41	Burnaby
0275.	Physical Education Provincial Specialist Association	Abbotsford	0315.	Rudy Spence	Burnaby
0276.	W. M. Apeidaile	Burnaby	0316.	British Columbia Institute of Technology	Burnaby
0277.	Canadian Parents for French, British Columbia Branch	Vancouver	0317.	Irene Marie Lewis	Burnaby
0278.	W. G. Jewitt	Trail	0318.	British Columbia Humane Education Society	Vancouver
0279.	Emile E. Duyvewaardt	Vedder Crossing	0319.	Community Centred College for the Retired	Burnaby
0280.	Annie M. Clegg	Rosedale	0320.	Burnaby Citizens Supporting Community Schools and Community Education	Burnaby
0281.	Andrew M. Towert	Vancouver	0321.	Burnaby Family Life Institute	Burnaby
0282.	Wilfred R. Biles	Burnaby	0322.	Allan L. Clarke	Vancouver
0283.	Canadian Parents for French, Vancouver Chapter	Vancouver	0323.	Dorothy E. Newman	New Westminster
0284.	Education Dynamics	Burnaby	0324.	Amnesty International Canadian Section, Human Rights Education Task Force	Vancouver
0285.	Ethel Austin Rondpre	Burnaby	0325.	Corinne Mol	Victoria
0286.	Association of British Columbia Teachers of English as an Additional Language	Burnaby	0326.	Learning Disabilities Association of British Columbia	Castlegar
0287.	Fraser Academy	Vancouver	0327.	Shelagh M. Penty	Vancouver
0288.	Advisory Committee to the Career and Continuing Education Services Division of the Vancouver School Board	Vancouver	0328.	Mark Lynch	Vancouver
0289.	W. Baird Blackstone	Vancouver	0329.	Gerry Kristianson	Victoria
0290.	Alcohol-Drug Education Service	Vancouver	0330.	Netta Sterne	Vancouver
0291.	John Church	Vancouver	0331.	Gifted Children's Association of British Columbia	No Address
0292.	Michael Connolly	Vancouver	0332.	Anonymous	Vancouver
0293.	Victor H. A. Black	Vancouver	0333.	Ken R. Clarke	Langley
0294.	Pacific Immigrant Resources Society	Vancouver	0334.	Susan Fletcher	Mission
			0335.	Hillview Parent Participation Preschool	Burnaby

No.	Name	Location	No.	Name	Location
0336.	English 80 Students, Okanagan College	Salmon Arm	0381.	Allan & Maxine Siemens	Abbotsford
0337.	English 80 Students, Okanagan College	Salmon Arm	0382.	Struik, Readhead, Williams, and Wilson families	No Address
0338.	Esther Goertzen	Smithers	0383.	James D. Cunningham	No Address
0339.	Jacqueline Eccles	Vancouver	0384.	Concerned Parents	No Address
0340.	Eric Kelly	Vancouver	0385.	Physical Educators of Abbotsford	Abbotsford
0341.	Kitimat Parents	Kitimat	0386.	Douglas R. Hudson	Abbotsford
0342.	Pat Telfer	Surrey	0387.	James D. Baird	Burnaby
0343.	Charles M. Hockridge	Vancouver	0388.	Nina Schmieder	New Westminster
0344.	Craig Bassett	Burnaby	0389.	Barbara Stasuk	Burnaby
0345.	Ethel Lyster	Vancouver	0390.	Dan Graham	Burnaby
0346.	Dorothy Bradley	Richmond	0391.	Jack Gilmore	New Westminster
0347.	Julia Schoennagel	Burnaby	0392.	Irene Marie Lewis	Burnaby
0348.	Anonymous	Vancouver	0393.	Ralph E. Gardner	Coquitlam
0349.	Doreen Hoath	New Westminster	0394.	Physical Education Society of British Columbia	New Westminster
0350.	Robert C. Osterman	New Westminster	0395.	Hector Hammerly	Port Coquitlam
0351.	Connaught Heights Home & School Association	New Westminster	0396.	Fred Dube	Vancouver
0352.	Victoria Capital of the Age of Enlightenment	Victoria	0397.	Barbara Gudmundson	Burnaby
0353.	Jacqueline Eccles	Vancouver	0398.	Roland Guasparini	Maple Ridge
0354.	J. P. West	Burnaby	0399.	Mission-Moody Liberal Association	Maple Ridge
0355.	Rodney & Karin Bachman	Smithers	0400.	Board of School Trustees, S.D. 42	Maple Ridge
0356.	K. E. Gritner	Armstrong	0401.	Jean Ruttar	Whonnock
0357.	Catharina Winekers	North Vancouver	0402.	H. Elder	Maple Ridge
0358.	Ineke Windhausen	North Vancouver	0403.	Margaret M. Smith	No Address
0359.	J. R. Barry	Surrey	0404.	John Parry	Pitt Meadows
0360.	Arthur M. Rempel	Vancouver	0405.	Parents Group, Maple Ridge - Pitt Meadows, S.D. 42	Maple Ridge
0361.	St. Mary's Social Conscience Group	Chilliwack	0406.	Martin Hendy	Burnaby
0362.	Bob Steele	Vancouver	0407.	Ron E. R. Evans	Burnaby
0363.	New Westminster Secondary School's Counsellors	New Westminster	0408.	Beth Colpitts	Burnaby
0364.	G. Allan Coulson	New Westminster	0409.	Keh Ming Lee	Vancouver
0365.	David and Joan Yendall	Chilliwack	0410.	Sandra Hanson	Vancouver
0366.	Board of School Trustees, S.D. 33	Chilliwack	0411.	Rosemary Hundal	North Vancouver
0367.	Chilliwack Elementary Teachers	Chilliwack	0412.	P. Y. Fisher and J. M. Keane	White Rock
0368.	William J. Fergusson	Chilliwack	0413.	Charles W. G. Starr	Abbotsford
0369.	Department of Natural Sciences, Fraser Valley College	Chilliwack	0414.	Burnaby Central Physical Education Department	Burnaby
0370.	John Wiens	Chilliwack	0415.	William Staples	Delta
0371.	Chilliwack Effective Parenting Association	Chilliwack	0416.	A. G. Tritton	Vancouver
0372.	Rhea Mahar	Sardis	0417.	William Johnstone	Port Moody
0373.	Chilliwack Deaf/Hearing Association	Chilliwack	0418.	Louella Hollington	Coquitlam
0374.	Katherin Midzain, Marie Yelich	Chilliwack	0419.	John Cashore	Coquitlam
0375.	Chilliwack Counsellors' Association	Chilliwack	0420.	Jean Fraser	Coquitlam
0376.	Frank Schulte	Sardis	0421.	Ian Waddell	Vancouver
0377.	Christel Caldecott, Lynne Preston	Chilliwack	0422.	Thomas Eaton Sprague and Tyla Sprague	Pitt Meadows
0378.	Board of School Trustees, S.D. 34	Abbotsford	0423.	Coquitlam Physical Education Teachers	Coquitlam
0379.	British Columbia Chamber of Commerce, Agricultural Committee	Vancouver	0424.	Parent Advocacy Committee for Options in Education	Coquitlam
0380.	Paul Brinton	Clearbrook	0425.	Learning Disabilities Association of British Columbia	Coquitlam



No.	Name	Location	No.	Name	Location
0426.	Children's House Montessori Pre-School Society	Coquitlam	0469.	Burnaby-New Westminster Athletic Association	Burnaby
0427.	Wendy Feilden	No Address	0470.	Marianne Rev	Vancouver
0428.	Parents Group of Pitt Meadows Elementary	Pitt Meadows	0471.	Patricia Kealy	White Rock
0429.	Fred Nuszdorfer	North Vancouver	0472.	James A. Cochrane	Parksville
0430.	John H. McKittrick	Delta	0473.	Ponderosa Teacher-Librarian Association British Columbia Chapter	Merritt
0431.	David Fenn	Vancouver	0474.	Jessica Hauser	Langley
0432.	Ken and Herta Klassen	Abbotsford	0475.	National Physical Fitness Appraisal Certification and Accreditation Program	West Vancouver
0433.	Helen Davis	Richmond	0476.	Emile E. Duyvewaardt	Vedder Crossing
0434.	Canadian Parents for French, Maple Ridge - Pitt Meadows Chapter	Pitt Meadows	0477.	Kindergarten Specialist Association, S.D. 57	Prince George
0435.	Thomas Pollen	Vancouver	0478.	British Columbia Science Teachers' Association	Delta
0436.	J. David Ibbetson	Kelowna	0479.	Ian F. Douglas	New Westminster
0437.	Colleen Struick	Abbotsford	0480.	Bob Orrick	Richmond
0438.	Bernice McDonough	Vancouver	0481.	James Cairnie	West Vancouver
0439.	Bob Lee	Penticton	0482.	Visual and Performing Arts in Education, The University of British Columbia	Vancouver
0440.	Maple Ridge Teachers' Association	Maple Ridge	0483.	R. Dent	Clearbrook
0441.	Simon Fraser Society for Mentally Handicapped People	Coquitlam	0484.	Prince George District Teacher-Librarians' Association	Prince George
0442.	Coquitlam Parent-Teacher Council	Coquitlam	0485.	Sto:lo Tribal Council	Sardis
0443.	Surrey Secondary Schools Athletic Association	Surrey	0486.	D. McCabe	Surrey
0444.	Surrey Physical Education Teachers	Surrey	0487.	Jeff Ewert	Agassiz
0445.	Surrey Association for the Mentally Retarded	Surrey	0488.	Rudi Schwertner	Surrey
0446.	Education 479, Curriculum Development: Theory and Practice	Surrey	0489.	John D. Gossage	New Westminster
0447.	Colleen Doty	Surrey	0490.	Brian Luckock	White Rock
0448.	Connie Hatherton	Surrey	0491.	Elementary and Art Teachers, S.D. 43	Coquitlam
0449.	Board of School Trustees, S.D. 36	Surrey	0492.	Surrey School Music Educators Association	Surrey
0450.	Parent Council for Education, S.D. 36	Cloverdale	0493.	Connie L. Thomas	Surrey
0451.	Steve Woodward	White Rock	0494.	David W. Thomas	Surrey
0452.	Vancouver City Council	Vancouver	0495.	British Columbia Association of Continuing Education Administrators	Vancouver
0453.	Environmental and Outdoor Education Association	Kamloops	0496.	Continuing Education, S.D. 35	Langley
0454.	J. Donald Longley	Vancouver	0497.	Learning Disabilities, Langley Chapter Association of British Columbia	Langley
0455.	H. E. Waldock	Vancouver	0498.	Coquitlam Elementary Art Local Specialists' Association	Coquitlam
0456.	William Manson-Hing	Vancouver	0499.	Surrey Administrators Association	Surrey
0457.	British Columbia Teacher-Librarians' Association	Vancouver	0500.	Surrey Montessori Society	Surrey
0458.	Anne van Keerbergen	Delta	0501.	West Vancouver Parent Association	West Vancouver
0459.	Pankaj Shah	Coquitlam	0502.	Wayne Rowley	Lions Bay
0460.	Tania Millen	Rexdale, Ont.	0503.	Special Education Parents' Group West Vancouver Secondary School	West Vancouver
0461.	Tammy Cull	Vancouver	0504.	Gatehouse Montessori Society	West Vancouver
0462.	Barbara Whistler	Burnaby	0505.	Frank Drudel	Surrey
0463.	Joe Pappe	Richmond	0506.	R. J. Robinson	West Vancouver
0464.	Barry Jones	Burnaby	0507.	Marjorie Spani	North Vancouver
0465.	Organization to Protect Children Against Tobacco	Richmond			
0466.	J. R. Warriner	Nelson			
0467.	Audrey Tondowsky	Richmond			
0468.	Frank Ehrenreich	Abbotsford			

No.	Name	Location	No.	Name	Location
0508.	Leneen Robb	North Vancouver	0551.	North Vancouver Parents' Council on Education	North Vancouver
0509.	Dawn Zoe Simpson	North Vancouver	0552.	Jackie Estabrook	Richmond
0510.	Association des Parents du Programme Cadre de Français	Vancouver	0553.	Anonymous Parent	Vancouver
0511.	La Federation des Franco-Colombiens	Vancouver	0554.	Lee Mack	Rossland
0512.	Margot Milner	North Vancouver	0555.	Graham Nixon	Vancouver
0513.	Malcolm Metcalf	North Vancouver	0556.	W. Ted Scott	Surrey
0514.	Board of School Trustees, S.D. 44	North Vancouver	0557.	Ken F. Williams	West Vancouver
0515.	Bill Friesen and Lorne Schemmer	North Vancouver	0558.	Bruce Wallace	Ottawa, Ontario
0516.	North Vancouver School Counsellors Association	North Vancouver	0559.	Board of School Trustees, S.D. 38	Richmond
0517.	Secondary Principals and Vice-Principals, S.D. 44	North Vancouver	0560.	Pacific Association for Continuing Education	Vancouver
0518.	Rita Dominelli	Vancouver	0561.	Walter G. Hardwick	Vancouver
0519.	Dorothy Churchman	Burnaby	0562.	Allen E. Clingman	Vancouver
0520.	Edith Cavell Elementary School	Vancouver	0563.	Wondertree Education Society and Learning Center	Vancouver
0521.	Royston Brunst	Vancouver	0564.	Canadian Parents for French, Richmond Chapter	Richmond
0522.	Canadian Parents for French, West Vancouver Chapter	West Vancouver	0565.	John and Yvonne Madsen	Richmond
0523.	S. Heynemans	West Vancouver	0566.	Angus D. D. Mekler	Richmond
0524.	Deep Cove, Dollarton and Indian River Community Association	North Vancouver	0567.	Jack Boulogne	Surrey
0525.	Computer Committee, S.D. 45	West Vancouver	0568.	Canadian Association for Adult Education	Vancouver
0526.	Robert J. Pellatt	West Vancouver	0569.	Richmond Teacher-Librarians' Association	Richmond
0527.	Linda Haddow	West Vancouver	0570.	Richmond District Parents' Association	Richmond
0528.	Gerda Dodson	North Vancouver	0571.	Jindra Kulich	Vancouver
0529.	Jennie Donaldson	Victoria	0572.	Curriculum Committee for Industrial Education, S.D. 38	Richmond
0530.	Parents' Advisory Committee, Sentinel Secondary School	West Vancouver	0573.	Norman Wigglesworth	Richmond
0531.	Catharina Winckers	Vancouver	0574.	Richmond Youth Concert Band	Richmond
0532.	Byron Price	Victoria	0575.	John Tilley	No Address
0533.	F. Stannas	North Vancouver	0576.	Mario Luongo	Surrey
0534.	G. D. Wortley	North Vancouver	0577.	Board of Trustees, S.D. 37	Delta
0535.	Lady Anne Margaret	Vancouver	0578.	Canadian Parents for French, Delta Chapter	Delta
0536.	Glen Elementary Home and School Association	Coquitlam	0579.	Christian Heritage Party of Canada	Surrey
0537.	George Porges, Trustee, S.D.43	Coquitlam	0580.	W. Allan Garneau	Delta
0538.	Coquitlam SHARE Society	Coquitlam	0581.	Moirs Garneau and Jane Wagner	Delta
0539.	Parent Teacher Council, S.D. 43	Coquitlam	0582.	Learning Disabilities Association of British Columbia, Delta Chapter	Delta
0540.	Anonymous	Vancouver	0583.	Surrey Committee of Progressive Electors	Surrey
0541.	Sylvia Helmer	Vancouver	0584.	Garth Johnson	Delta
0542.	B.C. Nutrition Council	Vancouver	0585.	Delta Industrial Education Teachers' Association	Delta
0543.	Kinnaird Elementary and Valley Vista Parent Group	Castlegar	0586.	University Women's Club of South Delta	Delta
0544.	Coquitlam Industrial Education Learning Specialists Association	Coquitlam	0587.	Bodo L. Schaffer	Mission
0545.	Melody Sawkins	Surrey	0588.	Louis de Macedo	Isle of Man
0546.	Leon and Margaret Deefholts	Surrey	0589.	Glenn Dobie	Cranbrook
0547.	Sid Bentley	Port Moody	0590.	Dietmar Hartl	White Rock
0548.	Kathy Riley Bonner	No Address	0591.	Maurice McDougall	Maple Ridge
0549.	Jean Ferguson	West Vancouver			
0550.	Kenneth Gordon School	Burnaby			



No.	Name	Location	No.	Name	Location
0592.	Canadian Institute for the Blind	Vancouver	0639.	Society for Canadian Women in Science and Technology	Vancouver
0593.	Zoe Fetherstonhaugh	Maple Ridge	0640.	Association provinciale des professeurs de l'immersion et du programme-cadre	Vancouver
0594.	Gael S. Storey	Vancouver	0641.	British Columbia English Teachers' Association	Vancouver
0595.	B. Tandberg	Victoria	0642.	Bible Fellowship Christian Academy	Surrey
0596.	Owen C. Edwards	Burnaby	0643.	Vancouver Counsellors' Association	Vancouver
0597.	John Barth	Burns Lake	0644.	Delta District Parents Consultative Committee	Delta
0598.	Geoff Dean	Surrey	0645.	Delta Teachers' Association	Delta
0589.	Calvin Winter	Surrey	0646.	Surrey Teachers' Association	Surrey
0600.	Kathleen and Charles Douglas	Maple Ridge	0647.	Vancouver Teachers of Home Economics	Vancouver
0601.	B. Whitman	Pitt Meadows	0648.	Surrey Technology Educators' Association	Surrey
0602.	Chris Strand	Port Coquitlam	0649.	Montessori in Delta Society	Delta
0603.	Desmond Acheson	Delta	0650.	David and Barbara Leech	Delta
0604.	Gordon E. Lawley	Bowser	0651.	Multiculturalism Helping Teacher, S.D. 36	Surrey
0605.	Lois R. Kerr	Vancouver	0652.	University Women's Club of North Delta	Delta
0606.	Peter M. D. and Margaret Bradshaw	West Vancouver	0653.	Cadre Parents Committee of Delta	Delta
0607.	Board of School Trustees, S.D. 81	Fort Nelson	0654.	Continuing Education Students of Delta	Delta
0608.	North Shore Council for Exceptional Children	Vancouver	0655.	Michael Jeffreys	Surrey
0609.	Roger L. Doney	Sidney	0656.	Richard Ogden	Abbotsford
0610.	Howard Hedley	North Vancouver	0657.	B. W. F. McLoughlin	Vancouver
0611.	Jack H. Wainwright	Vancouver	0658.	R. S. Tanner	Vancouver
0612.	Don and Vi Berringer	Victoria	0659.	Central Elementary Schools, S.D. 23	Kelowna
0613.	E. C. Sonner	Vancouver	0660.	Gail Irvine	Delta
0614.	Steven L. Norris	Coquitlam	0661.	Bonding the Senses Education Centre	Kamloops
0615.	Virginia Mohr	Wasa	0662.	Christopher Linsdell	Surrey
0616.	Glenna Metchette	New Hazelton	0663.	Delta Christian School	Delta
0617.	Canadian Association for Health, Physical Education and Recreation	Ottawa	0664.	Eagle River Secondary School	Sicamous
0618.	Learning Disabilities Association of British Columbia, Williams Lake Chapter	Williams Lake	0665.	Deltassist Society	Delta
0619.	Keh Ming Lee	Vancouver	0666.	Douglas F. Hockley	North Vancouver
0620.	William Bridge Elementary School, S.D. 38	Richmond	0667.	Parents and Teachers - Petition	Maple Ridge
0621.	Church of the Nazarene	Maple Ridge	0668.	Langley Teachers' Association	Langley
0622.	W. A. Huggett	Victoria	0669.	Area Counsellors, S.D. 43	Coquitlam
0623.	Charlene Wheatley	Langley	0670.	Elementary Principals, S.D. 44	North Vancouver
0624.	Myrne B. Nevison	Richmond	0671.	Adult Basic Education Association of British Columbia	Delta
0625.	G. J. Weber	Roseland	0672.	Michael Manley-Casimir	Burnaby
0626.	Richard W. Johnson	New Westminster	0673.	Orest Moysiuk	Burnaby
0627.	Committee to Improve the Teaching of English	Vancouver	0674.	Brenda M. Wahlen	No Address
0628.	Keith E. Barnes	Kelowna	0675.	Kelly R. Brown	Vancouver
0629.	Peter A. Jaehrling	Richmond	0676.	Henry Jeanson	Vancouver
0630.	B. D. Kaneen	Burnaby	0677.	Iain T. Benson	Vancouver
0631.	Sam Roddan	Surrey	0678.	Frances Brown	No Address
0632.	Bill and Barb Taylor	Langley	0679.	Wendy Gabriel	Chilliwack
0633.	Charlene Anne Brown	New Westminster	0680.	Ramona Gus	Port Alberni
0634.	Iris Bakken	Salmo			
0635.	Janice Chobaniuk	North Vancouver			
0636.	North Shore Continuing Education	North Vancouver			
0637.	Burnaby North Secondary School	Burnaby			
0638.	R. E. Andrews	Gibsons			

No.	Name	Location	No.	Name	Location
0681.	Heinz Senger	Surrey	0727.	Helen Hardy	Maple Ridge
0682.	Judy E. Williams	Burnaby	0728.	Board of School Trustees, S.D. 16	Keremeos
0683.	Darren Lowe	Vancouver	0729.	Board of School Trustees, S.D. 56	Vanderhoof
0684.	Kenneth McAllister	Vancouver	0730.	M. A. Gannon	Vancouver
0685.	Association des Parents du Programme Cadre de Français	Vancouver	0731.	Saint Barnabas' Church	West Vancouver
0686.	Carole Thacker	Burnaby	0732.	Raymond J. Wunderlich	Victoria
0687.	Leslie Savage	West Vancouver	0733.	D. Hainsworth	Delta
0688.	British Columbia Libertarian Party	No Address	0734.	Rachel M. Rennick	Rosedale
0689.	John T. Young	Vancouver	0735.	Lorna Robb	Richmond
0690.	James W. Bates	Vancouver	0736.	A. J. Broome	Victoria
0691.	Judy E. Williams	Burnaby	0737.	Coquitlam Pro Life Society	Coquitlam
0692.	Learning Exchange	Vancouver	0738.	Lee-Anna Williams	Maple Ridge
0693.	Sport Medicine Council of B.C.	Vancouver	0739.	British Columbia Teacher-Librarians' Association	Coquitlam
0694.	Duncan Stewart	Vancouver	0740.	Seymour Heights Parent-Teacher Association	North Vancouver
0695.	British Columbians for Mentally Handicapped People	No Address	0741.	Kamloops Primary Teachers' Association	Kamloops
0696.	Marilyn G. Watts	Delta	0742.	Board of School Trustees, S.D. 57	Prince George
0697.	British Columbia Science Teachers' Association	Vancouver	0743.	Foothills Elementary Advisory Council	Prince George
0698.	John Williams	Maple Ridge	0744.	D. Callaghan	Bear Lake
0699.	Sally Letkeman	Burnaby	0745.	Timothy S. D. Mowat	Prince George
0700.	Christopher Harvey	Vancouver	0746.	Prince George Dyslexic Support Society	Prince George
0701.	W. K. Fadden	Vancouver	0747.	Modern Languages Teachers' Association	Prince George
0702.	Elizabeth Thunstrom	Coquitlam	0748.	Dorothy Kerbrat	Prince George
0703.	Board of School Trustees, S.D. 45	West Vancouver	0749.	Robert Rail	Prince George
0704.	Vancouver Community School District Council	Vancouver	0750.	Lesley E. Harris	Prince George
0705.	Joan C. McComb	100 Mile House	0751.	Canadian Parents for French	Prince George
0706.	Gerda Dodson	West Vancouver	0752.	Julia Serup	Prince George
0707.	Various - Petition	Maple Ridge	0753.	W. Gerald Sheanh	Prince George
0708.	Various - Petition	Maple Ridge	0754.	Prince George Drama Teachers' Association	Prince George
0709.	Christopher Robin School	Vancouver	0755.	Vanway Elementary School and College Heights Elementary Advisory Council	Prince George
0710.	Chief Maquinna Annex Staff	Vancouver	0756.	Lorne A. Brown	Prince George
0711.	B. D. Kaneen	Burnaby	0757.	Springwood Elementary School	Prince George
0712.	Frank Gibbons	Prince George	0758.	Springwood Community Association	Prince George
0713.	Norah R. Applewhaite	Victoria	0759.	Marion Hunt Doig	Prince George
0714.	Greta Vesterback Nelson	Burnaby	0760.	Carrier Sekani Tribal Council	Prince George
0715.	Fernie Secondary School Parents Advisory	Fernie	0761.	Regional District of Fraser, Fort George	Prince George
0716.	R. V. Price	Brackendale	0762.	Dunster Community School Parent Council	Dunster
0717.	Ingrid Wood	Vancouver	0763.	Association for Christian Education of Prince George	Prince George
0718.	Fred Barclay	Surrey	0764.	Parents' Committee for Programme Cadre	Prince George
0719.	Queen Elizabeth Senior Secondary School	Surrey	0765.	Eduardo E. van Dijk	Willow River
0720.	Various - Petition	Kamloops	0766.	College Heights Secondary School	Prince George
0721.	A. Margaret Cochrane	Parksville	0767.	Central Interior Regional Arts Council	Prince George
0722.	Thelma D. Bell	Surrey			
0723.	Western Independent Log Haulers Association	Ladysmith			
0724.	Dennis Dreves	Surrey			
0725.	A. Valena Grant	Maple Ridge			
0726.	National Congress of Italian Canadians, British Columbia Branch	Vancouver			



No.	Name	Location	No.	Name	Location
0768.	Carol Brain	Prince George	0812.	Indian Education Advisory Committee, S.D. 27	Williams Lake
0769.	Judy Polysou	Prince George	0813.	Concerned Parents from Tatla Lake, S.D. 27	Tatla Lake
0770.	Friends of Ecological Reserves	Victoria	0814.	North Central Administrators and Directors of Special Education	Quesnel
0771.	Christina E. Roberts	Surrey	0815.	Parents Network Group of Quesnel	Quesnel
0772.	Ernie or June Walker	Coquitlam	0816.	Quesnel District Teachers' Association	Quesnel
0773.	R. Kohlhasl	Pitt Meadows	0817.	Teachers of Home Economics Specialist Association, Quesnel Chapter	Quesnel
0774.	David Bapty	Victoria	0818.	Mark Ekelund	Quesnel
0775.	J. D. Stout	New Westminster	0819.	Quesnel Principals' & Vice-Principals' Association	Quesnel
0776.	V. M. Young	Coquitlam	0820.	Quesnel Industrial Education Teachers' Association	Quesnel
0777.	Marlene Bogdanovich	Coquitlam	0821.	Continuing Education Division, S.D. 28	Quesnel
0778.	Michael C. Ross	Richmond	0822.	Kersley Parent Group and Principal	Quesnel
0779.	Various - Petition	Kamloops	0823.	North Cariboo Community Futures Committee Training Subcommittee	Quesnel
0780.	Robin and Marie Wright	Delta	0824.	Joanie Green	Quesnel
0781.	Neale L. Berjer-Scott	Gillies Bay	0825.	Bobbi Grant	Quesnel
0782.	Prince George Ministerial Association	Prince George	0826.	Lorna Schley	Quesnel
0783.	J. V. Lempriere	North Vancouver	0827.	Lakeview Parent Group	Quesnel
0784.	P. Siemens	Coquitlam	0828.	Wells-Barkerville Parent-Teacher Association	Wells
0785.	Board of School Trustees, S.D. 21	Armstrong	0829.	Island Mountain Arts	Wells
0786.	Rashna Charania	Victoria	0830.	Galiano Elementary Parent Advisory Committee	Galiano Island
0787.	Kathleen R. M. Douglas	Maple Ridge	0831.	Concerned Persons on Mayne Island	Mayne Island
0788.	North Vancouver Counsellors' Association, S.D. 44	North Vancouver	0832.	Pender Islands Parent-Teacher Club	Pender Island
0789.	P. Calissi	Kelowna	0833.	A. C. Rundle-Woolcock	Pender Island
0790.	Learning Disabilities Association of British Columbia, Surrey Chapter	Surrey	0834.	William Bastendorf	Pender Island
0791.	Parkcrest Elementary Liaison Committee	Kamloops	0835.	Galiano Preschool Society	Galiano Island
0792.	Douglas Lee	Vancouver	0836.	Mayne Island School	Mayne Island
0793.	L. A. Grimshaw and J. Hagumd, B. Eriksson	Burnaby	0837.	Board of School Trustees, S.D. 64	Ganges
0794.	Karen L. Marr	Salmon Arm	0838.	Fulford Elementary School	Fulford Harbour
0795.	D. Moore	Coquitlam	0839.	Gulf Islands Teachers' Association	Ganges
0796.	Sally Pook	Coquitlam	0840.	Parents of Fulford Elementary School	Fulford Harbour
0797.	Alcohol and Drug Abuse Committee	Cassiar	0841.	Suzanne Gagnon	Fulford Harbour
0798.	Jill Main	North Vancouver	0842.	John Huntley	Fulford Harbour
0799.	Sharon Lambright	Coquitlam	0843.	Gulf Islands Secondary School, Parent Advisory	Ganges
0800.	Inger and Ruben Eriksson	Coquitlam	0844.	Saltspring Pre-School	Ganges
0801.	Deborah Hastings and Clara Gerrand	Castlegar	0845.	Gulf Islands Community Arts Council	Ganges
0802.	Abbotsford Christian Assembly	Abbotsford	0846.	Tom McKeachie	Ganges
0803.	Isabella Dicken Elementary School and Home Association	Fernie	0847.	Joyce Weir	Ganges
0804.	Paul Champion	Vancouver	0848.	Fernwood Parents' Group	Ganges
0805.	Sooke Teacher-Librarians' Association	Sooke	0849.	Canadian Parents for French, Gulf Islands Chapter	Fulford Harbour
0806.	Fitzwater School	Kamloops	0850.	Sandra Johnstone	Pender Island
0807.	R. Siemen	Coquitlam			
0808.	Wendy Herbert and Don Chamberlain	Prince George			
0809.	Board of School Trustees, S.D. 28	Quesnel			
0810.	Board of School Trustees, S.D. 27	Williams Lake			
0811.	Simone Mackill	Williams Lake			

No.	Name	Location	No.	Name	Location
0851.	Lynda Laushway	No Address	0895.	Canadian Union of Public Employees	Burnaby
0852.	Julia Atkins	Fulford Harbour	0896.	C. D. Fennell	Enderby
0853.	John D. Gossage	New Westminster	0897.	Frank Shannon	Summerland
0854.	Parent Liaison Council, S.D. 69	Parksville	0898.	Administrative Officers, S.D. 45	West Vancouver
0855.	Community Arts Council of Williams Lake	Williams Lake	0899.	Max Turyk Elementary School	Fernie
0856.	Atlin District Board of Trade	Atlin	0900.	Point Grey Music Supporters' Society	Vancouver
0857.	Ridgemont Elementary Parent Care Group	Fernie	0901.	Gail M. Gray	Burnaby
0858.	Fernie District Teacher-Librarians' Association	Sparwood	0902.	E. Roelofsen	Victoria
0859.	Frank Widmer	Sooke	0903.	Harland Giesbrecht	New Westminster
0860.	Francis Hardwick	Vancouver	0904.	Kathleen Good	Coquitlam
0861.	Pastor Willy Olesen	Fort St. John	0905.	Zandra Cummings	Salmon Arm
0862.	Gordon A. Bailey	Victoria	0906.	University Hill Elementary Consultative Committee	Vancouver
0863.	Sentinel Secondary School	West Vancouver	0907.	Physical Education Professional Specialist Association, S.D. 71	Courtenay
0864.	Coquitlam Administrators' Association	Coquitlam	0908.	British Columbia Daycare Actions Coalition	Vancouver
0865.	Berta Hugh	White Rock	0909.	Alex R. Shaw	Maple Ridge
0866.	C. Desrochers	Coquitlam	0910.	A. Harry Pride	Burnaby
0867.	Jack Koochin	Vancouver	0911.	Irene Gamlin	Duncan
0868.	Ruberta Towler	No Address	0912.	Retired Teachers Association, Trail Branch	Trail
0869.	Greg McNally	Coquitlam	0913.	Alfred A. Lewsey	Vancouver
0870.	Jim Fletcher	Port Coquitlam	0914.	Judy Eidse	Vancouver
0871.	June Walker	Coquitlam	0915.	Vanier Elementary School, S.D. 43	Coquitlam
0872.	Hazel Hamilton	Surrey	0916.	Robert and Evelyn Hansen	Abbotsford
0873.	Shirley J. Schnurr	Armstrong	0917.	Pietro Bolongaro	Vancouver
0874.	M. Violet Gray	Burnaby	0918.	Noel Haynes	Victoria
0875.	Teacher-Librarians' Association, Kamloops Chapter	Kamloops	0919.	Canadian Parents for French, Terrace Chapter	Terrace
0876.	Jane Millen	North Vancouver	0920.	S. Tatar	Nanaimo
0877.	Board of School Trustees, S.D. 45	West Vancouver	0921.	Fred O. Mitchell	Armstrong
0878.	Connaught Heights Pentecostal Assembly	New Westminster	0922.	Charline Wheatley	Langley
0879.	Various - Petition	Richmond	0923.	Sierra Club of Western Canada	Victoria
0880.	Vancouver Elementary Schools Administrators' Association	Vancouver	0924.	Various - Petition	Vancouver
0881.	Prince George Counsellors Association	Prince George	0925.	Retired Teachers' Association, Trail Local	Trail
0882.	Marguerite Townsend	Coquitlam	0926.	Hixon Elementary School Advisory Council	Hixon
0883.	Joyce Robinson	Burnaby	0927.	Preschool Multicultural Services	Vancouver
0884.	Nora Curiston	Vancouver	0928.	Joyce Fletcher	Port Coquitlam
0885.	I. F. Lowry	Coquitlam	0929.	Jacqueline Wald	Port Moody
0886.	Gail Lane	Victoria	0930.	Vancouver Association of Secondary School Administrators	Vancouver
0887.	J. F. Bayliss	Coquitlam	0931.	British Columbia District Secretary-Treasurers' Association	Vancouver
0888.	Saint Barnabas' Church	New Westminster	0932.	Vancouver Elementary Administrators' Association	Vancouver
0889.	Linnaea School, Independent Chapter	Cortes Island	0933.	University of Victoria	Victoria
0890.	Dorothy B. Hawkins	Chilliwack	0934.	G. Hodder	Victoria
0891.	Frances Einaudi	Campbell River	0935.	Walter Muir	Victoria
0892.	Murray Graham-Dickson	Barriere	0936.	Geoffrey Potter	Victoria
0893.	Helen Singer	Deroche			
0894.	Kristin Hancock	Royston			



No.	Name	Location	No.	Name	Location
0937.	B. Timmons	Victoria	0984.	Joji Yamashita	Vancouver
0938.	A. McLaughlin	Victoria	0985.	C. and R. Gough and M. and J. Marchuk	Kamloops
0939.	R. Tinney	Victoria	0986.	Erica Needoba	Prince George
0940.	D. Williams	Victoria	0987.	Nancy Wigen	Fulford Harbour
0941.	Phi Delta Kappa, Vancouver Island Chapter	Victoria	0988.	Fred Dullum	Burnaby
0942.	Valleyview Junior Secondary School Parents' Consultative Committee	Kamloops	0989.	Grace S. Bays	Victoria
0943.	Victor A. Shewchuk	Vernon	0990.	Tay Piercey	Victoria
0944.	J. Lempriere	North Vancouver	0991.	Board of School Trustees, S.D. 48	Squamish
0945.	Chase Secondary School Parents' Consultative Committee	Chase	0992.	Ann Molloy	Victoria
0946.	Elizabeth Rogers	Victoria	0993.	Edith D. A. McLean	Kamloops
0947.	Doug Morrison	Garibaldi	0994.	John and Sherrilyn Plantinga	Saanichton
0948.	Marguerite Watson	Coquitlam	0995.	Joseph and Patricia Parsons	Victoria
0949.	Phil Loland	Port Coquitlam	0996.	Marilyn Boxwell	Ladysmith
0950.	Muriel Presley	Mara	0997.	Karynn Oxley	North Vancouver
0951.	Ray Shepherd Elementary School	Surrey	0998.	Ashcroft Residential Ratepayers' Association	Ashcroft
0952.	F. Zupancic	Mission	0999.	David G. White	North Delta
0953.	Diane Bruce	Vancouver	1000.	Barbara Gobbi	Prince George
0954.	Area Counsellors, S.D. 38	Richmond	1001.	Parents - Petition	Kamloops
0955.	Agnes Peters	Kamloops	1002.	Robert & Olive McBay - Petition	Coquitlam
0956.	First Mennonite Church	Burns Lake	1003.	Rita Anderson	Victoria
0957.	Inger Truman	North Vancouver	1004.	Frederick W. Robinson	West Vancouver
0958.	Parents - Petition	Smithers	1005.	David Wolsk	Victoria
0959.	Roger S. Tonkin	Vancouver	1006.	G. Peters	Kamloops
0960.	Reginald C. Bulled	Pitt Meadows	1007.	Felton, Bruskiewich and Associates	North Vancouver
0961.	Preschool Multicultural Services	Vancouver	1008.	E. Sheila White	Summerland
0962.	Melvyn D. Rainey	Vancouver	1009.	Queensbury School Parents' Advisory Council, S.D. 44	North Vancouver
0963.	Edward D. Guyer	Mission	1010.	Bible Fellowship and Christian Academy	Oliver
0964.	Edmund Sunday	West Vancouver	1011.	Ron Postey	Burnaby
0965.	Gary McAteer	Kamloops	1012.	Richard Miller	Black Creek
0966.	Surrey Community Services Family Development Program	Surrey	1013.	Marion Betts	Victoria
0967.	Paul Champion	Vancouver	1014.	Jo-Ann Dykstra	Matsqui
0968.	Board of School Trustees, S.D. 66	Lake Cowichan	1015.	Len Bartfi	Burnaby
0969.	Board of School Trustees, S.D. 63	Saanich	1016.	W. J. Barker	Port Alberni
0970.	Canadian Parents for French, Saanich Branch	Saanich	1017.	Judy Buckler	Armstrong
0971.	Ranier M. Schoenrank	Sidney	1018.	Nicki Westarp	Gabriola
0972.	Lehel J. Porpacz	Victoria	1019.	Mount Crescent Parents Group, S.D. 42	Maple Ridge
0973.	Gerald P. Moka	No Address	1020.	Clint Hunter	Malakwa
0974.	Geoff Giles	Sidney	1021.	Linda Haddow	West Vancouver
0975.	Haji Charania	Victoria	1022.	Joyce Lank	Salmon Arm
0976.	Scott N. Clazie	Victoria	1023.	Robert M. Wilson	Cobble Hill
0977.	Joan Foster	Saanichton	1024.	Elmer Froese	Kamloops
0978.	Winnifred A. Littleton	Victoria	1025.	Michael Frederick Gouge	Quathiaski Cove
0979.	P. J. Warrington	Sidney	1026.	Phyllis Long	Comox
0980.	Arlene Box	Saanichton	1027.	B. Tait	Vancouver
0981.	M. Elizabeth King	Victoria	1028.	British Columbia Association of Teachers of Classics of the B.C. Teachers' Federation	West Vancouver
0982.	Mabel McLeod	Victoria	1029.	Lloyd George Elementary School	Kamloops
0983.	Mary E. Ridewood	Victoria			

No.	Name	Location	No.	Name	Location
1030.	Chris Champion	West Vancouver	1075.	Trudy Willis	Vernon
1031.	Barry Wong	Vancouver	1076.	Malcolm E. Martin	Vernon
1032.	Tom and Patricia Fitzgerald	Mayne Island	1077.	Susan Lee	Vernon
1033.	Gladys Richmond	Coquitlam	1078.	Board of School Trustees, S.D. 23	Kelowna
1034.	Parents for French, Quesnel Chapter	Quesnel	1079.	Parent Council, S.D. 23	Kelowna
1035.	Gordon Selman	Vancouver	1080.	Central Okanagan Teachers' Association	Kelowna
1036.	Marilyn and David Gerbie	Kamloops	1081.	English Teachers' Professional Association, S.D. 23	Kelowna
1037.	Lillean Walle	Vancouver	1082.	Central Okanagan Teacher-Librarians' Association	Kelowna
1038.	Ken F. Williams	West Vancouver	1083.	Nicki Hokazono	Kelowna
1039.	Comité des Parents pour le Programme Cadre de Français d'Abbotsford	Abbotsford	1084.	Westbank Indian Band	Westbank
1040.	S. K. Finlayson	Courtenay	1085.	Okanagan South Social Credit Constituency Association	Kelowna
1041.	Teacher-Librarians, S.D. 68	Nanaimo	1086.	Katherine L. Bradshaw	Kelowna
1042.	Lynda Montgomery	Burns Lake	1087.	Learning Disabilities Association, Kelowna Chapter	Kelowna
1043.	Torquay Elementary School Association	Victoria	1088.	Eric and Doreen Munro	Westbank
1044.	Pauline Bruella	Surrey	1089.	Kelowna and Society for the Mentally Handicapped	Kelowna
1045.	Ross Shandler	Sardis	1090.	Lawrie and Vicki Livingstone	Kelowna
1046.	Les Dickason	Nanaimo	1091.	Technology Educators, S.D. 23	Kelowna
1047.	Sean Daly	Kamloops	1092.	Terry R. Batchelor	Kelowna
1048.	Lois Catlin	Vernon	1093.	Joselyn Hartley	Peachland
1049.	L. Tajovsky	Coquitlam	1094.	Board of School Trustees, S.D. 77	Summerland
1050.	Mike Melenka	West Vancouver	1095.	Kelowna Christian Center Society	Kelowna
1051.	Vancouver Island Cooperative Preschool Association	Victoria	1096.	Okanagan Central Schools Athletic Association	Kelowna
1052.	Mary Turner	Quathiaski Cove	1097.	Kelowna Chamber of Commerce	Kelowna
1053.	Rosemarie and Alan Bruyneel	Coquitlam	1098.	Robert R. Loew	Oliver
1054.	Linda D. Wheaton	Hornby Island	1099.	Kelowna Baptist Church	Kelowna
1055.	Anne Grube	Chase	1100.	Nate Ferguson	Kelowna
1056.	Eduardo E. van Dijk	Willow River	1101.	Sylvia Schoepf	Kelowna
1057.	Vasant Saklikar	New Westminster	1102.	Hospital Homebound	Kelowna
1058.	Nadene Carline	New Westminster	1103.	Brenda Roenspies	Kelowna
1059.	Arthur J. F. Johnson	Vancouver	1104.	R. A. Livingston	Kelowna
1060.	Ellen Lewers, Julie Key and Cheryl Ranns	Victoria	1105.	Judith L. Taylor	Pritchard
1061.	Ralph Ris	Surrey	1106.	Norgate Community School	North Vancouver
1062.	W. O. Booth	Coquitlam	1107.	Eather and Henry Wiebe	Coquitlam
1063.	Helen Utz	Telkwa	1108.	Judi Clark	Kamloops
1064.	G. Koch	Maple Ridge	1109.	B. J. Mount	Vancouver
1065.	Board of School Trustees, S.D. 22	Vernon	1110.	R. Hethey	Gibsons
1066.	Vernon Administrators' Association	Vernon	1111.	Susan Stewart	Vancouver
1067.	Vernon Teachers' Association	Vernon	1112.	Shanna Anderson	Abbotsford
1068.	Patrick Walton	Vernon	1113.	Student Services, S.D. 43	Coquitlam
1069.	Armstrong Teachers' Association	Armstrong	1114.	Martin Rossander	Powell River
1070.	Learning Disabilities Association of British Columbia, Vernon Chapter	Vernon	1115.	Virginia and Dan Burdett	Port Coquitlam
1071.	Vernon and District Association for the Mentally Handicapped	Vernon	1116.	C. Powell	Kamloops
1072.	Education Committee for Challenged Students	Vernon	1117.	Uplands School Parent Group	Victoria
1073.	Marg and Werner Schipfel	Vernon	1118.	Marvin Work	Nelson
1074.	Rebecca and Roy Ott	Vernon	1119.	O. Pasco	Coquitlam
			1120.	Effective Education School	Vancouver



No.	Name	Location	No.	Name	Location
1121.	University of British Columbia Home Economics Departments	Vancouver	1160.	Elementary Music Teachers, S.D. 71	Courtenay
1122.	Helen Evans	Powell River	1161.	Joan Sell	Quathiaski Cove
1123.	Hornby Island Lifelong Learning Society	Hornby Island	1162.	Alternate Class - Max Cameron School	Powell River
1124.	Janet Simrose	Vancouver	1163.	Board of School Trustees, S.D. 47	Powell River
1125.	Bonnie Peirce	Vancouver	1164.	Powell River Chamber of Commerce	Powell River
1126.	Barbara Hicks	Kamloops	1165.	British Columbia Liberal Party	Powell River
1127.	British Columbia Chamber of Commerce	Vancouver	1166.	Peter Harper	Powell River
1128.	Registered Out of School Care Operators	Victoria	1167.	Sunshine Coast Peace Committee	Powell River
1129.	Gary Zak	Victoria	1168.	Powell River and District Home Support Society	Powell River
1130.	Lehel J. Porpacz	Victoria	1169.	Ministry of Health: Alcohol and Drug Programs	Powell River
1131.	Ken and Sue White	Delta	1170.	David Coverdale	Powell River
1132.	Rose Veri	Queen Charlotte City	1171.	Powell River Association for the Handicapped	Powell River
1133.	Emily Carr College of Art and Design	Vancouver	1172.	Parents of Programme Cadre de Français	Powell River
1134.	Janet Dysart	North Vancouver	1173.	Parents in Crisis Society, Powell River Chapter	Powell River
1135.	University Women's Club of Vancouver	Vancouver	1174.	Wayne Nesbitt	Powell River
1136.	Board of School Trustees, S.D. 72	Campbell River	1175.	Special Services Division, S.D. 47	Powell River
1137.	Board of School Trustees, S.D. 85	Port Hardy	1176.	Computer Education Committee, S.D. 47	Powell River
1138.	Board of School Trustees, S.D. 71	Courtenay	1177.	Powell River Administrators' Association	Powell River
1139.	Administrators Council, S.D. 85	Vancouver Island	1178.	Kelly Creek Community Council	Powell River
1140.	North Island Teachers' Association	No Address	1179.	Charlie and Gerri Parsons	Powell River
1141.	North Island Woodlot Association	Courtenay	1180.	Mary E. Ridewood	Victoria
1142.	British Columbia Chiropractic Association	Richmond	1181.	Toni and M. Marsolais	Coquitlam
1143.	Campbell River District Teachers' Association	Campbell River	1182.	Maple Ridge Family Education Centre	Maple Ridge
1144.	Roy Holloway	Port Hardy	1183.	Spallumcheen Indian Band	Enderby
1145.	North Island Riding Liberal Party Association	No Address	1184.	Richmond Home Economics Teachers	Richmond
1146.	Campbell River Primary Teachers' Association	Campbell River	1185.	University of Victoria - Physical Education	Victoria
1147.	Campbell River Kindergarten Teachers' Association	Campbell River	1186.	Karin Appeldoorn	Mission
1148.	Vancouver Island West Teachers' Association	Gold River	1187.	Paul Roggeveen	Victoria
1149.	Lee-Ann M. Kruse	Campbell River	1188.	Suzel Bernier	Hornby Island
1150.	L. George Longden	Campbell River	1189.	Libbe Bake	Vancouver
1151.	Parents for Quality Education	Campbell River	1190.	E. T. Rogers	Vancouver
1152.	Canadian Parents for French, Campbell River Chapter	Campbell River	1191.	Charles Brauner	Vancouver
1153.	David Brown	Campbell River	1192.	North Vancouver Physical Education Teachers, S.D. 44	North Vancouver
1154.	Kieran T. O'Neill	Campbell River	1193.	Paul Planedin	Port Coquitlam
1155.	Music Educators, S.D. 71	Courtenay	1194.	Maranatha Christian School	Merritt
1156.	Parents' Advisory Committee, S.D. 85	No Address	1195.	Family Life Community Advisory Committee, S.D. 44	North Vancouver
1157.	Parent Consultative Committee, Comox Elementary	Comox	1196.	Association for Reformed Political Action	Surrey
1158.	Daniel Hanson	Courtenay	1197.	Maple Ridge Pentecostal Assembly	Maple Ridge
1159.	Catherine M. Shaw	Campbell River	1198.	Fred E. Johanson	Vancouver

No.	Name	Location	No.	Name	Location
1199.	Joe Subryan	Nanaimo	1245.	Peter C. MacDonald	Vancouver
1200.	Multicultural Policy and Program Implementation Committee	Burnaby	1246.	Board of School Trustees, S.D. 71	Courtenay
1201.	Janice A. Fisher	Nanaimo	1247.	Jean R. Heggie	Delta
1202.	R. M. Grauer Parents' Association	Richmond	1248.	Jo-Ann Hawick	Sandspit
1203.	Ruth Massey	West Vancouver	1249.	R. Bruce Flemming	New Westminster
1204.	Mary Alice and Julien Boyer	Coquitlam	1250.	Janet Pedersen	Surrey
1205.	Werner Aellen	Vancouver	1251.	David B. Sereda	Vancouver
1206.	Muriel A. Carriere	Powell River	1252.	T. R., D. I. and Tracy L. Yearsley	White Rock
1207.	Dayle Sheridan	Vancouver	1253.	Annette Pope	Sardis
1208.	Frederick L. Ringham	Vancouver	1254.	Annette Pope	Vancouver
1209.	Robert and Eleanor Bond	Smithers	1255.	Vancouver Association for Children and Adults With Learning Disabilities	Vancouver
1210.	NorKam Secondary Parent Advisory Committee	Kamloops	1256.	Various Groups, S.D. 1	Fernie
1211.	Mark Gould	Vancouver	1257.	J. Oljaca et al	Coquitlam
1212.	Mavis Beedom	Vancouver	1258.	Qualicum Beach Elementary School Parents Advisory, S.D. 69	Qualicum Beach
1213.	D. and L. Harris	Burnaby	1259.	Parents of Pineridge Elementary School	Kamloops
1214.	M. and J. Sweeney	Mt. Lehman	1260.	British Columbia Orff Chapter	West Vancouver
1215.	W. J. Mouat School - Fine Arts Students	Clearbrook	1261.	Pieter Rutgers and Catherine Brown	Vancouver
1216.	James S. Hamilton	Burnaby	1262.	Cooperative Career Work Education Association of Canada	Langley
1217.	Elynn Moyer	Coquitlam	1263.	Canadian Jewish Congress - Pacific Region	Vancouver
1218.	Catholic Women's League of Canada	Prince George	1264.	Nanaimo Field Naturalists	Nanaimo
1219.	Glenn and Christie Morton	Vancouver	1265.	The Griffiths	Vancouver
1220.	Friendship Baptist Church - Petition	Coquitlam	1266.	R. G. Dean and C. B. Johnson-Dean	Victoria
1221.	Carol Ayotte	Surrey	1267.	Lyle and Diana Little	Burns Lake
1222.	Marie J. Popham - Petition	Coquitlam	1268.	Karen Canuel	Surrey
1223.	Dell Sutton	Surrey	1269.	James T. Cheyne	North Vancouver
1224.	Bill Henderson	Gibsons	1270.	Louella Hollington	Coquitlam
1225.	Alert Bay School Parents' Advisory Committee	Alert Bay	1271.	Roger Hammill	Kamloops
1226.	North Shore Health Department	North Vancouver	1272.	Dave Evans	Vancouver
1227.	Quesnel Kindergarten Teachers' Association	Quesnel	1273.	Jeannette Oostlander	Cranbrook
1228.	Board of School Trustees, S.D. 60	Fort St. John	1274.	Board of Trustees, S.D. 68	Nanaimo
1229.	Helen Slade	Victoria	1275.	Board of School Trustees, S.D. 70	Port Alberni
1230.	Lionel E. Daneault	Pitt Meadows	1276.	Graham Gates	Lantzville
1231.	A. V. MacMillen	Kelowna	1277.	Peter Croft	Nanaimo
1232.	Kathy Griffiths	Vancouver	1278.	Nanaimo District Teachers' Association	Nanaimo
1233.	Wilfried Haest	Lions Bay	1279.	School Tax Reform Committee	Parksville
1234.	Ministry of Environment and Parks	Victoria	1280.	Nanaimo Administrators' Group	Nanaimo
1235.	Various - Petition	Lower Mainland	1281.	Canadian Parents for French, Nanaimo Chapter	Nanaimo
1236.	Anonymous Teacher	No Address	1282.	Norman Currier	Nanaimo
1237.	Kathy Moffat	Kamloops	1283.	Harewood School Liaison Committee	Nanaimo
1238.	Arthur Kube	Vancouver	1284.	Robert G. Hoadley	Port Alberni
1239.	J. Giles	Vancouver	1285.	Don Cohen	Nanaimo
1240.	Burns Lake Fellowship Baptist Church	Burns Lake	1286.	Curriculum Resources Centre, S.D. 68	Nanaimo
1241.	Dennis Milburn	Vancouver	1287.	Bob Slobodian	Nanaimo
1242.	Margaret E. Gray	Vancouver			
1243.	Ed. D. J. Rutherford	Vancouver			
1244.	Byng Parents' Liaison Group	Richmond			



No.	Name	Location	No.	Name	Location
1288.	Janelle Park	Nanaimo	1326.	Lansdowne Junior Secondary School	Victoria
1289.	Joanne Nielsen	Nanaimo	1327.	British Columbia Association of Continuing Education Administrators	Victoria
1290.	Don Kissinger	Qualicum Beach	1328.	Patricia Jean Archer	Victoria
1291.	Primary Teachers' Association, S.D. 69	Parksville	1329.	Board of School Trustees, S.D. 26	Clearwater
1292.	Committee to Improve the Teaching of English	Nanaimo	1330.	St. Ann's Academy	Kamloops
1293.	Vilma Dube	Nanaimo	1331.	Board of School Trustees, S.D. 24	Kamloops
1294.	Bob Borwell	Nanaimo	1332.	Secondary Principals, S.D. 24	Kamloops
1295.	Susan Gates	Lantzville	1333.	Jane E. Powell	Kamloops
1296.	Qualicum Beach Middle School Parents' Group	Qualicum Beach	1334.	Kamloops District Teachers' Association	Kamloops
1297.	Ralph Petley-Jones	Nanaimo	1335.	Elementary School Principals, S.D. 24	Kamloops
1298.	Alf Flett	Nanaimo	1336.	Phi Delta Kappa, Chapter #1417	Kamloops
1299.	English Second Language Program, S.D. 68	Nanaimo	1337.	Kamloops Technology Education Association	Kamloops
1300.	Mount Arrowsmith Teacher-Librarians' Association, S.D. 69	Qualicum Beach	1338.	Kamloops Teachers of Home Economics Specialty	Kamloops
1301.	Board of School Trustees, S.D. 61	Victoria	1339.	Clearwater Woodlot Educational Society	Clearwater
1302.	Board of School Trustees, S.D. 62	Sooke	1340.	Kamloops Teachers of Physical Education	Kamloops
1303.	John FitzGibbon et al	Victoria	1341.	Okanagan West Secondary Athletic Association	Kamloops
1304.	Lester B. Pearson College of the Pacific	Victoria	1342.	Overlander Secondary School	Kamloops
1305.	British Columbia Pre-School Teachers' Association	Richmond	1343.	Work Study/Work Experience, S.D. 24	Kamloops
1306.	Continuing Education Advisory Committee, S.D. 62	Sooke	1344.	Overlander Secondary Parents' Group	Kamloops
1307.	Victoria Counsellors' Association	Victoria	1345.	Lal Sharma	Kamloops
1308.	South Vancouver Island Learning Disability Association	Victoria	1346.	Board of School Trustees, S.D. 30	Ashcroft
1309.	Bernard Gillie	Victoria	1347.	Board of School Trustees, S.D. 31	Merritt
1310.	British Columbia Dieticians' and Nutritionists' Association	Vancouver	1348.	Niha Kapmox Lytton Education Committee	Lytton
1311.	Gordon A. Bailey	Victoria	1349.	Bonaparte Band	Cache Creek
1312.	Claudia Johnston	Victoria	1350.	Ethel Smith	Ashcroft
1313.	Family Life Education Teachers, S.D. 61	Victoria	1351.	Lynn Mitchell and Lori Ramage	Ashcroft
1314.	Donald Hamilton	Victoria	1352.	Nlaka'Pamux Nation Tribal Council Education Committee	Ashcroft
1315.	Patricia S. Whiteley	Victoria	1353.	Brent Rutherford	100 Mile House
1316.	Paul Beaubien	Victoria	1354.	John Wiens	Ashcroft
1317.	Catholic Public Schools of Victoria	Victoria	1355.	South Cariboo Teachers' Association	Ashcroft
1318.	Association for Community Education in British Columbia	Vancouver	1356.	Stan Weir	Ashcroft
1319.	Catholic Secondary School Teachers' Association	Victoria	1357.	Public Education Committee Ashcroft - Cache Creek	Ashcroft
1320.	District Community Education Advisory Committee	Victoria	1358.	Local 733 - Canadian Union of Public Employees	No Address
1321.	Canadian Organization of Catholic Women for Life, Faith and Family	Victoria	1359.	Ernes P. Culos	Ashcroft
1322.	British Columbia Business Education Association	Victoria	1360.	Residential Rate Payers' Association	Ashcroft
1323.	Bokwus Associates	Victoria	1361.	Evert Krider	Ashcroft
1324.	Christian Home School Support Group	Victoria	1362.	Elise Buis	Ashcroft
1325.	Community Arts Council of Greater Victoria	Victoria	1363.	Mayors of Municipalities in S.D. 30	Ashcroft

No.	Name	Location	No.	Name	Location
1364.	Vancouver District Parent Representatives	Vancouver	1401.	British Columbia Nurses' Union, Fraser Valley Region	Aldergrove
1365.	British Columbia School Leadership Task Force	Richmond	1402.	United Citizens for Integrity	Victoria
1366.	British Columbia Medical Association	Vancouver	1403.	Idske Traugott	Coquitlam
1367.	Michael Harcourt	Vancouver	1404.	Marvin and Priscilla Dalke	Abbotsford
1368.	Alan Charlton	North Vancouver	1405.	Doris Pickelien	Vancouver
1369.	British Columbians for Mentally Handicapped People	Vancouver	1406.	S. Hirczy	Vancouver
1370.	Society for Augmentative and Alternative Communication of British Columbia	Vancouver	1407.	Julianne Barber	Burnaby
1371.	Directorate of Agencies for School Health	Vancouver	1408.	Olive B. Gilmour	Vancouver
1372.	British Columbia School Counsellors' Association	Vancouver	1409.	School Consultative Committee Emily Carr Elementary School	Vancouver
1373.	Committee of Progressive Electors	Vancouver	1410.	Canadian Deaf-Blind and Rubella Association	Vancouver
1374.	Planned Parenthood Association of British Columbia	Vancouver	1411.	D. Reid	Vancouver
1375.	Coalition of Suicide Prevention Programs	Vancouver	1412.	Susan Abs	Vancouver
1376.	End Legislated Poverty	Vancouver	1413.	Eleanor Vanderwood	Vancouver
1377.	Forum for Planning Action	Vancouver	1414.	Gordon K. Johnson	Vancouver
1378.	Lynn Sereda	Vancouver	1415.	Kitwanga Home and School Association	Kitwanga
1379.	Don Carter	Lytton	1416.	Barriere Schools Parent Consultative Committee	Barriere
1380.	Board of School Trustees, S.D. 39	Vancouver	1417.	Jack Wood	Barriere
1381.	Russell G. Fraser	Vancouver	1418.	Vancouver Elementary Teachers' Association	Vancouver
1382.	British Columbia Retired Teachers' Association	Vancouver	1419.	T. Stewart and Family	Kelowna
1383.	Shaughnessy Hospital - Canadian Paraplegic Association	Vancouver	1420.	J. Paul Mitchell	Vancouver
1384.	Special Education Department North Vancouver, S.D. 44	North Vancouver	1421.	James Cropley	Coquitlam
1385.	British Columbia Sport and Fitness Council for the Disabled	Vancouver	1422.	Linda Lawson	Richmond
1386.	North Shore Wife Assault Co-ordinating Committee	North Vancouver	1423.	Gail E. Simpson	Victoria
1387.	Tisha Sarte	Vancouver	1424.	Anonymous	Vancouver
1388.	Coquitlam Teachers' Association	Coquitlam	1425.	Anonymous	Vancouver
1389.	British Columbia Multicultural Education Society	Vancouver	1426.	Jean Reac	Vancouver
1390.	Presbytery of Westminster	Vancouver	1427.	Western Management Consultants	Vancouver
1391.	North Vancouver Teachers' Association	North Vancouver	1428.	Vera A. Devins	Vancouver
1392.	Spinal Health Education Committee, British Columbia Chiropractic Association	Richmond	1429.	Irwin Edward Schubert	Vancouver
1393.	Vern C. Stemo	Burnaby	1430.	Anonymous	Vancouver
1394.	Anonymous	No Address	1431.	Sorrento Elementary Parents' Council	Sorrento
1395.	Joyce Plume	Vancouver	1432.	Donna and Leo Riley	Mission
1396.	George M. Wannop	Kelowna	1433.	Moir D. Luke	Vancouver
1397.	Patricia A. Horwell	North Vancouver	1434.	Cowichan Home and School Association	Duncan
1398.	Morris Pettyjohn	Nanaimo	1435.	Roger F. Behn	Chase
1399.	Ronald S. Starkie	Surrey	1436.	Lynn Reeve	Lantzville
1400.	Lorraine E. Powell	Enderby	1437.	G. Harrison	Victoria
			1438.	Linda LaFluer	Kamloops
			1439.	Frederick Y. Craig	Victoria
			1440.	Jane P. Brett	Victoria
			1441.	Victoria T. Chisham	Vancouver
			1442.	Inez Smith	Langley
			1443.	Myra Ottewell	Surrey
			1444.	Joji Yamashuto	Vancouver
			1445.	H. Butler	Sidney



No.	Name	Location	No.	Name	Location
1446.	T. Cloke	Abbotsford	1493.	Anonymous	Vancouver
1447.	Lynda M. Hundleby	Victoria	1494.	Lynne Kennie	Vancouver
1448.	M. Young	Vancouver	1495.	Gord Barlow	Golden
1449.	Janet R. F. Kravac	Port Moody	1496.	H. M. Hill	Courtenay
1450.	Anonymous	Vancouver	1497.	W. J. B. Devitt	Vancouver
1451.	J. Michael Fullerton	Vancouver	1498.	Darrell Harman	Langley
1452.	Raymond J. Hall	Vancouver	1499.	S. Lim	Vancouver
1453.	Jerry Richardson	Vancouver	1500.	C. L'Heureux	Vernon
1454.	Gail Martin	Vancouver	1501.	Judy Gaylord	Vancouver
1455.	B. Schaub	Vancouver	1502.	K. W. Rymer	Vancouver
1456.	Doug Frey	Kelowna	1503.	Mouse Mountain School Parent Group	Fraser Lake
1457.	Barbara Meredith	Vancouver	1504.	Russ Cameron	Delta
1458.	Women's Employment and Training Coalition	New Westminster	1505.	Jo Storms	Vancouver
1459.	St. Ann's Academy Parents - Petition	Kamloops	1506.	Powell River and District Teachers' Association, S.D. 47	Powell River
1460.	Pat Gallaher	North Vancouver	1507.	Collin York	Delta
1461.	Barbara Caesar	Langley	1508.	Esperanto Club of Victoria	Sidney
1462.	Mark Haley	Kelowna	1509.	Herbert J. Rosengarten	Vancouver
1463.	Sandspit Parent Teacher Group	Sandspit	1510.	British Columbia Primary Teachers' Association	Vancouver
1464.	W. J. McGown	West Vancouver	1511.	Sport and Recreation Advisory Council of British Columbia	Vancouver
1465.	Board of School Trustees, S.D. 13	Midway	1512.	Skidegate Band Council	Queen Charlotte City
1466.	W. X. Woo	Vancouver	1513.	Vancouver Board of Trade	Vancouver
1467.	Educo Adventure School	100 Mile House	1514.	Eric Banister	Burnaby
1468.	Judi Cumming	Summerland	1515.	British Columbia Principals and Vice-Principals Association	Vancouver
1469.	James R. Feaver	Vancouver	1516.	Margaret Pappas	North Vancouver
1470.	Robert and Eleanor Bond	Smithers	1517.	Helen Evans	North Delta
1471.	Leslie Shedden	Burnaby	1518.	Forest Education Council	Vancouver
1472.	Anonymous	Vancouver	1519.	Affiliation of Multicultural Societies and Service Agencies of British Columbia	Vancouver
1473.	Richard H. Speed	North Vancouver	1520.	Peter Westlake	Vancouver
1474.	David Wardrope	Maple Ridge	1521.	British Columbia Olympics of the Mind Association	North Vancouver
1475.	Marie Onarheim	Burnaby	1522.	Community Arts Council of Vancouver	Vancouver
1476.	Patti Kramer	West Vancouver	1523.	Delta Kappa Gamma Society British Columbia	Vancouver
1477.	Computer Co-ordinating and Advisory Committee, S.D. 48	Squamish	1524.	Vancouver Integration Action Group	Vancouver
1478.	Carolyn Brandner	Surrey	1525.	World Citizens for a Universal Curriculum	Burnaby
1479.	Alan Knight	Vancouver	1526.	Neil Godin	Burnaby
1480.	A. M. Ettema	Shawnigan Lake	1527.	Vancouver Multicultural Society of British Columbia	Vancouver
1481.	Robert D. and Nancy J. Turner	Victoria	1528.	Project Ploughshares	Burnaby
1482.	Mary Huntley	Nanaimo	1529.	Canadian Union of Public Employees' British Columbia Division	Burnaby
1483.	Karim F. Damji	Vancouver	1530.	Teachers of Home Economics Specialist Association	Vancouver
1484.	Carol Ogden	Vancouver	1531.	Registered Nurses Association of British Columbia	Vancouver
1485.	Herb Moeller	Burnaby			
1486.	K. R. McCulloch	Victoria			
1487.	Metropolitan Board of Health of Greater Vancouver	Vancouver			
1488.	Revelstoke Principals and Vice-Principals Association	Revelstoke			
1489.	Alice Flood and Louise Platz	Gold River			
1490.	Board of School Trustees, S.D. 45	West Vancouver			
1491.	Boys' and Girls' Clubs of British Columbia	Vancouver			
1492.	Bruce Riddick	Victoria			

No.	Name	Location	No.	Name	Location
1532.	Vancouver Secondary Teachers' Association	Vancouver	1574.	Laronde Elementary Parent-Teacher Consultative Committee	Surrey
1533.	Jack Young	Vancouver	1575.	Ken MacLeod	Langley
1534.	Elva Fitzpatrick Walters	Vancouver	1576.	Marion Schilling Elementary Parent Consultative Committee, S.D. 24	Kamloops
1535.	Ellen Crean	Vancouver	1577.	Jennifer Filleul	Kamloops
1536.	Curriculum Laboratory University of British Columbia	Vancouver	1578.	Discovery School Parent Executive	Surrey
1537.	Jennifer White	Queen Charlotte City	1579.	Federation of Independent School Associations	Vancouver
1538.	Queen Charlotte District Teachers' Association	Masset	1580.	Association of British Columbia School Superintendents	Vancouver
1539.	Jan Walsh	Port Clements	1581.	Special Education Association	Vancouver
1540.	H. Bruce Ives	No Address	1582.	Pacific Association of Autistic Citizens	Vancouver
1541.	Edie Rubner	No Address	1583.	Carol Brain	Prince George
1542.	Snowflake Communications Limited	Victoria	1584.	Prince George Special Education Association	Prince George
1543.	Career Education Society	Vancouver	1585.	Vancouver Island Autistic Homes Society	Victoria
1544.	John A. Young	Victoria	1586.	British Columbia Alternative Education Association	No Address
1545.	H. C. Sadd	Victoria	1587.	British Columbia Schools Psychological Association	No Address
1546.	British Columbia Technology Education Association	Vancouver	1588.	Congregation of the Alliance Church	Revelstoke
1547.	Carol Pickup	Victoria	1589.	East Kootenay Association of Speech/Language Pathologists	Creston
1548.	Victoria Primary Teachers' Association	Victoria	1590.	School of Physical Education and Recreation, University of British Columbia	Vancouver
1549.	Capital Region Association for the Mentally Handicapped	Victoria	1591.	British Columbia Youth Advisory Council	Victoria
1550.	Gloria Snively	Victoria	1592.	Vivian B. Ryan	Vancouver
1551.	Greater Victoria Kindergarten Association	Victoria	1593.	William A. McKerlich	Delta
1552.	Terry Brown	Victoria	1594.	Lorne W. Downey	Vancouver
1553.	Canadian Parents for French, Victoria Chapter	Victoria	1595.	Canadian Mental Health Association, British Columbia Division	Vancouver
1554.	Jo-Ann Rockburn	No Address	1596.	Bill Galloway	Vancouver
1555.	Adrian Stott	Victoria	1597.	Bruce K. Downie	Victoria
1556.	South Park Family School	Victoria	1598.	Hugh T. Stanford	Langley
1557.	Alice Albert and Susan Gage	Victoria	1599.	R. D. Hatch	Kamloops
1558.	University of Victoria Education 555B Students	Victoria	1600.	Adele Preto Mueller	Salmon Arm
1559.	Paul D. Rothe	Victoria	1601.	Bernice Wong and Leone Prock	Burnaby
1560.	Parents of Lloyd George Elementary School	Kamloops	1602.	John Cummins	Delta
1561.	Comox Valley Parents for French	Comox	1603.	Choice Learning Center	Vancouver
1562.	Peter L. Smith	Victoria	1604.	Student Services, S.D. 43	Coquitlam
1563.	Linda Nygard	Delta	1605.	Sheila Snell	Kamloops
1564.	Westwold Elementary School Staff	Westwold	1606.	K. W. Goodall	Sardis
1565.	Chuck St. John	Pinantan Lake	1607.	Leslie John Wilson	Armstrong
1566.	Peter Gray	Kamloops	1608.	Burnaby District Parent Advisory Committee	Burnaby
1567.	Brent Schulte	Kamloops	1609.	Frances Stafford	Summerland
1568.	Lorraine Kastelen	Kamloops	1610.	Community Education Society	Cache Creek
1569.	Pat Kaatz	Kamloops	1611.	British Columbia Friends of Schizophrenics	Vancouver
1570.	Canadian Parents for French, Kamloops Chapter	Kamloops	1612.	Sandra and Gordon Donald	Gibsons
1571.	Bonding The Senses Head Office	Kamloops			
1572.	Alma Calderoni	Kamloops			
1573.	B. Louise Oyler	Kamloops			



No.	Name	Location	No.	Name	Location
1613.	Bonnie Gosse	North Vancouver	1657.	University Women's Club of North Delta	Delta
1614.	Aylmer J. Shepherd	Victoria	1658.	Erling and Eva Johnson	Forest Grove
1615.	Jillian Carr	Richmond	1659.	H. Jensen	Summerland
1616.	Michael A. Watson	North Vancouver	1660.	Doris E. Carr	Shawnigan Lake
1617.	British Columbia Organization to Fight Racism	Vancouver	1661.	White Rock and Surrey Naturalists' Society	Surrey
1618.	Cecilia Mavrow	Victoria	1662.	Central Saanich Business Association	Brentwood Bay
1619.	Summerland Teachers' Association, S.D. 77	Summerland	1663.	Fred Lutti	Cobble Hill
1620.	Barry Rolston	Victoria	1664.	Olive Cooper	Port Alberni
1621.	J. L. Clegg	Rosedale	1665.	Jeannette Mah	Gibsons
1622.	Anna L. Robertson	Coquitlam	1666.	V. Colelough	Langley
1623.	S. Isaac	Victoria	1667.	Marlene Robinson-Preston	Penticton
1624.	J. Marvin Hunt	Surrey	1668.	Revelstoke Art Group	Revelstoke
1625.	Francelle Booth	Vancouver	1669.	Ken Clarkson	Pitt Meadows
1626.	Margaret Devries	Port Alberni	1670.	Sharon R. Gecse	Osoyoos
1627.	S. G. Chester	West Vancouver	1671.	Kamloops Counsellors' Association	Kamloops
1628.	Marg Caipo	Vancouver	1672.	Cariboo Adventist Academy	Williams Lake
1629.	Joe Reuter	North Vancouver	1673.	Gerry C. Bot	Smithers
1630.	University of Victoria School of Physical Education	Victoria	1674.	Susan R. Reid	Saanich
1631.	Lake Trail Junior Secondary Parents' Association	Courtenay	1675.	R. L. Snell	Aldergrove
1632.	Duchess Park Secondary School Parents' Advisory Council	Prince George	1676.	Harue Kanemitsu	Fauquier
1633.	Bob Shenton	Osoyoos	1677.	Josephine Oviatt	Langley
1634.	Canadian Christian Educators' Association	Vancouver	1678.	Alma Calderoni	Kamloops
1635.	Burton/Fauquier Home and School Association	Burton	1679.	Kathy Hodge	Revelstoke
1636.	Grace Lutheran Church Council	Osoyoos	1680.	National Accreditation Commission	New Westminster
1637.	Valerie van der Gracht	Richmond	1681.	Nancy E. Thompson	Vancouver
1638.	Sarah Carroll	Burnaby	1682.	Various - Petition	Coquitlam
1639.	Society for Children and Youth of British Columbia	Vancouver	1683.	A. Choy	Vancouver
1640.	Heather Brennan	Cache Creek	1684.	Carlton Olson	Port Coquitlam
1641.	Elizabeth R. Goward	Victoria	1685.	Norman Gludovatz	Burnaby
1642.	William Manson-Hing	Vancouver	1686.	Surrey Homeschool Fellowship	Surrey
1643.	Tom Rothney & Chuck T. Condon	New Westminster	1687.	John H. Sutherland	Delta
1644.	Judie Roussele	Vancouver	1688.	Board of School Trustees, S.D. 86	Creston
1645.	Lorne W. Glennie	Vancouver	1689.	Julius Maslovat	Canyon
1646.	Marion J. Lekivetz	Victoria	1690.	Kootenay Society for the Handicapped	Castlegar
1647.	Kris Adams	Cobble Hill	1691.	East Kootenay Environmental Society	Kimberley
1648.	Bob Masse	Vancouver	1692.	Home School Liaison Association, Prince Charles Secondary School	Creston
1649.	Hudson Palmer	Maple Ridge	1693.	Dan M. Miller	Creston
1650.	Burc Whalen	Vancouver	1694.	Erik T. Paterson	Creston
1651.	R. B. Calverley	Heriot Bay	1695.	Michael Wigen	Creston
1652.	Bryan Williams	Vancouver	1696.	Yahk School Parent-Teacher Committee	Yahk
1653.	Anne Watson-Russell	Coquitlam	1697.	Board of School Trustees, S.D. 15	Penticton
1654.	Justice and Common Sense Committee	South Slokan	1698.	Larry Thomas	Summerland
1655.	A. Salie	Sidney	1699.	Penticton Parent Inter-School Council	Penticton
1656.	Tom Morton	Vancouver	1700.	Board of School Trustees, S.D. 16	Keremeos
			1701.	Advanced Studies 9/10, Prince Margaret School	Penticton

No.	Name	Location	No.	Name	Location
1702.	Penticton District Association of Teachers	Penticton	1740.	Board of School Trustees, S.D. 43	Coquitlam
1703.	Penticton Advisory Committee for Okanagan College	Penticton	1741.	Alex O. Carruthers	Creston
1704.	Canadian Federation of University Women	Penticton	1742.	Peter Buchli	Burns Lake
1705.	Maria Diakonow	Penticton	1743.	Audrey Matthews	Victoria
1706.	Board of School Trustees, S.D. 17	Princeton	1744.	J. Whitehead	Duncan
1707.	Penticton and Arts Council	Penticton	1745.	Herb Crawley	Vancouver
1708.	Trienke Pontes	Penticton	1746.	Dana Barau	Vancouver
1709.	British Columbia School Sports	Vancouver	1747.	Gail Miller	Langley
1710.	British Columbia Blind Sports and Recreation Association	Vancouver	1748.	Barbara Baxter	Vancouver
1711.	Langley Industrial Education Teachers' Association	Langley	1749.	Board of School Trustees, S.D. 16	Keremeos
1712.	Carol McRae	Vancouver	1750.	Tracy Drew	Langley
1713.	Association for Persons with Severe Handicaps, Lower Mainland, British Columbia Chapter	Vancouver	1751.	Special Counsellors, S.D. 65	Duncan
1714.	Vancouver and District Public Housing Tenants Association	Vancouver	1752.	Louise Aird	West Vancouver
1715.	Covenant Fellowship	Clearbrook	1753.	Rosalyn Alexander	Victoria
1716.	Judith Caldwell	Vancouver	1754.	Rhonda Smith	Parson
1717.	Susan Pierce & Loreen Barnett	Delta	1755.	Linda Derkach	Port Alberni
1718.	International Mitek Computers Incorporated	Vancouver	1756.	Board of School Trustees, S.D. 10	Nakusp
1719.	Joyce Bormmann	Vancouver	1757.	Kelowna Museum Association	Kelowna
1720.	Association for Visually Impaired Students of British Columbia	Vancouver	1758.	Shuswap District Arts Council	Salmon Arm
1721.	Resort Municipality of Whistler	Whistler	1759.	Board of School Trustees, S.D. 76	Agassiz
1722.	Canadian Mental Health Association	Vancouver	1760.	Tatla Lake Parent Teachers' Association, S.D. 27	Tatla Lake
1723.	Tunya Audain	West Vancouver	1761.	East Kootenay Infant Development Program	Cranbrook
1724.	Open Learning Agency	Richmond	1762.	Joanne Voss	No Address
1725.	Outdoor Recreation Council of British Columbia	Vancouver	1763.	Powell River Association for the Handicapped	Powell River
1726.	Council of Administrators of Special Education Incorporated	Vancouver	1764.	Carolyn Iles	Nanaimo
1727.	McPherson Park Junior Secondary School	Burnaby	1765.	Frank Hardwick	Vancouver
1728.	Orville Lytle	Burnaby	1766.	Comox District Shop Teachers' Association	Courtenay
1729.	Henry Arthur	Burnaby	1767.	I. F. Taylor	Vancouver
1730.	British Columbia Art Teachers' Association	Vancouver	1768.	Allan M. Carlyle	Vancouver
1731.	John George Windsor	Langley	1769.	Margareta May	Victoria
1732.	David McGoran	Vancouver	1770.	D. Morrison	Fort St. John
1733.	Ministry of Health - Alcohol and Drug Programs	Vancouver	1771.	Joseph F. Berarducci	North Vancouver
1734.	Lillian V. Holeton	Vancouver	1772.	J. E. F. Sandford	Victoria
1735.	Native Indian Teacher Education Program	Vancouver	1773.	Agatha Ratzlaff	Clearbrook
1736.	Pamela Chambers	Vancouver	1774.	Mount Newton Home and School Association	Saanichton
1737.	Pentecostal Assemblies of Canada	Vancouver	1775.	Project Ploughshares, Kamloops Chapter	Kamloops
1738.	Milton McClaren	Kelowna	1776.	Board of School Trustees, S.D. 18	Golden
1739.	North Vancouver Science Teachers' Association	North Vancouver	1777.	Robert and Lorna Newman	Squamish
			1778.	Simon Fraser University, Nutrition Students	Burnaby
			1779.	British Columbia Public Interest Research Group	Burnaby
			1780.	Surrey Primary Teachers' Association	Surrey
			1781.	Muriel A. Schroyen	Richmond
			1782.	Blackburn Junior Secondary School Advisory Council	Prince George
			1783.	Samuel C. and F. Lee Evans	Ganges



No.	Name	Location	No.	Name	Location
1784.	Raymond Collins	Vancouver	1823.	South Broadview Home and School Association	Salmon Arm
1785.	Parent Consultative Committee for Logan Lake Elementary School	Logan Lake	1824.	Salmon Arm Secondary Parent Advisory	Salmon Arm
1786.	Steve A. Shewchuk	Cranbrook	1825.	South Canoe Parent Committee	Salmon Arm
1787.	Syd and Dora Thompson	Kelowna	1826.	Parent Support Group for Learning Disabled Children	Canoe
1788.	Charles A. Davis	Vancouver	1827.	North Canoe School	Canoe
1789.	Rene Brunelle	Vernon	1828.	Eagle River Secondary Parent Advisory	Sicamous
1790.	Davis Road Elementary School Liaison Committee	Nanaimo	1829.	Shuswap Revelstoke Concerned Citizens	Salmon Arm
1791.	Julie Butt	Surrey	1830.	Ron O. Lee	Sicamous
1792.	Diane B. Rapske	Coquitlam	1831.	Elaine Sedgman	Salmon Arm
1793.	Canadian Federation University Women - North Vancouver	North Vancouver	1832.	Grindrod Elementary School Parent Advisory Group, S.D. 89	Enderby
1794.	Creation Science Association of Canada	White Rock	1833.	Salmon Arm Elementary School Parent Advisory Committee	Salmon Arm
1795.	Barry E. Davis	Terrace	1834.	Special Education Faculty University of British Columbia	Vancouver
1796.	Association of Home Economists in Business in British Columbia	Vancouver	1835.	British Columbia School Trustees Association	Vancouver
1797.	Association of Learning Disabled Adults	Vancouver	1836.	Columbia College	Burnaby
1798.	Diane Bailey	Vancouver	1837.	Tunya Audain	West Vancouver
1799.	SHIARE International	Hollywood, CA	1838.	United Way Burnaby Division	Burnaby
1800.	Violet E. Turner	Abbotsford	1839.	Robert Scott Bennie	Vancouver
1801.	Phillip W. Warren	Delta	1840.	Elizabeth Peelstreet	New Westminster
1802.	Keith N. and Marie E. Slessor	Maple Ridge	1841.	Margarita Pinheiro	North Vancouver
1803.	Vancouver Alternative Schools Association	Vancouver	1842.	Kenneth McAllister	Vancouver
1804.	Ken Robertson	Vanderhoof	1843.	MOSAIC Board of Directors	Vancouver
1805.	Board of School Trustees, S.D. 19	Revelstoke	1844.	Nancy Orr	Vancouver
1806.	Everette Surgenor	Revelstoke	1845.	Linda Rightmire	Pinantan Lake
1807.	Columbia Park Elementary School Parents' Advisory Committee	Revelstoke	1846.	University of British Columbia Faculty of Education	Vancouver
1808.	Learning Disabilities Association of British Columbia, Revelstoke Chapter	Revelstoke	1847.	British Columbia Teachers' Federation	Vancouver
1809.	Revelstoke New Democratic Party Club	Revelstoke	1848.	Anonymous	Vancouver
1810.	Pre-School Instructors, Revelstoke	Revelstoke	1849.	David McNeal	Burnaby
1811.	Patricia Sieber et al	Revelstoke	1850.	Society of Christian Schools in British Columbia	Langley
1812.	North Okanagan Union Board of Health	Vernon	1851.	Parents' Group, S.D. 42	Maple Ridge
1813.	Lynne Terlinden	Revelstoke	1852.	Patricia A. Christensen	Victoria
1814.	Jane and Lyle Petch	Salmon Arm	1853.	Robert Logan	Lillooet
1815.	City Council of Revelstoke	Revelstoke	1854.	Keith Barnes	Kelowna
1816.	Revelstoke District Teachers' Association	Revelstoke	1855.	Judith Caldwell	Vancouver
1817.	Mountain View School Parents' Association	Revelstoke	1856.	Peter Selles	Naramata
1818.	Revelstoke Secondary School Student Council	Revelstoke	1857.	Linda J. Dorey	Coquitlam
1819.	Board of School Trustees, S.D. 89	Salmon Arm	1858.	B. E. Bolenback	Delta
1820.	Music Staff, S.D. 89	Salmon Arm	1859.	Ernell Cunningham	Sidney
1821.	Shuswap District Teachers' Association	Salmon Arm	1860.	Gordon R. Gore	Kamloops
1822.	Ashton Creek/Kingfisher School Parents' Advisory Council	Enderby	1861.	Eva Berger	Vancouver
			1862.	D. Dubson	Sechelt
			1863.	Association of British Columbia Professional Foresters	Vancouver
			1864.	Stephen Holland	Victoria

No.	Name	Location	No.	Name	Location
1865.	Robert R. Christian	Vancouver	1906.	Vancouver Schools Music Teachers' Association	Vancouver
1866.	John B. Tyrrell	Abbotsford	1907.	Edwin Bruce Dever	Victoria
1867.	Board of School Trustees, S.D. 32	Hope	1908.	Michael Wheatley	Victoria
1868.	Sandra Lindstrom	Surrey	1909.	Trevor L. Williams	Victoria
1869.	Judy Wilson	Gibsons	1910.	Lower Mainland Association for the Support of Hyperactive Children and Adults	Westminster
1870.	D. Jones-Lamont	New Westminster	1911.	James D. McNeil	Port Coquitlam
1871.	Gail McAllister	White Rock	1912.	Hugh R. Alley	Vancouver
1872.	Stanley A. Perkins	Vancouver	1913.	Big Lake Home and School Group	Big Lake
1873.	Emil Simay	Penticton	1914.	Gerry and Lynne Cox	Port Coquitlam
1874.	Joan Mossey	Port McNeill	1915.	Victor Fulcher	Delta
1875.	Royal Life Saving Society	Vancouver	1916.	Surrey English Teachers' Association	Surrey
1876.	Murray Elliott	Vancouver	1917.	Various - Petition	Tumbler Ridge
1877.	J. David T. Price	Comox	1918.	Vicki Bragan	Port Clements
1878.	Secwepemc Cultural Education Society	Kamloops	1919.	Lawrence and Sally Wong	Vancouver
1879.	A. M. Scruton	Terrace	1920.	Arnet Tuffs	Vancouver
1880.	Janet E. Poth	Saanichton	1921.	Concerned Parents and Teachers, Canyon Heights Elementary School	North Vancouver
1881.	Glenn K. Reid	Port Coquitlam	1922.	Seymour Heights Parent-Teacher Association	North Vancouver
1882.	Vancouver Branch of the Orton Society	Vancouver	1923.	Learning Disabilities Association of British Columbia, Castlegar Chapter	Castlegar
1883.	Nicola Valley Teachers' Association	Merritt	1924.	M. J. Lynch	Maple Ridge
1884.	Open Doors Parent Group	Sicamous	1925.	Carol Hamill	Dawson Creek
1885.	J. Alan Wickens	Vancouver	1926.	Department of Language Education - University of British Columbia	Vancouver
1886.	Social Planning and Research Council of British Columbia	Vancouver	1927.	Department of Counselling Psychology - University of British Columbia	Vancouver
1887.	Salim Kaderali	North Vancouver	1928.	Surrey Teachers of Home Economics	Surrey
1888.	Board of School Trustees, S.D. 35	Langley	1929.	Lavinia M. Greenwood	Victoria
1889.	German-Canadian Congress - British Columbia Region	Vancouver	1930.	Susan Underwood	Ganges
1890.	Professional Secretaries International, Vancouver Chapter	Vancouver	1931.	Teachers of Home Economics Specialists Association, S.D.'s #61, 62, 63	Victoria
1891.	Institute of Chartered Accountants	Vancouver	1932.	Association of Professional Engineers of British Columbia	Vancouver
1892.	E. Steele	Vancouver	1933.	Anonymous	Masset
1893.	Seventh-Day Adventist School System	Abbotsford	1934.	Kenneth Markin	No Address
1894.	Point Grey Secondary Consultative Committee	Vancouver	1935.	Anonymous	No Address
1895.	Peter L. Napper	Coquitlam	1936.	Irene M. Lewis	Burnaby
1896.	Pamela DeKock	Campbell River	1937.	Randal Hyland	Victoria
1897.	Vancouver Centre of the Age of Enlightenment	Vancouver	1938.	Margaret M. Smith	Maple Ridge
1898.	Adult Basic Education Association of British Columbia	Delta	1939.	Michael E. Manley-Casimir	Burnaby
1899.	Burnaby Special Education Teachers, S.D. 41	Burnaby	1940.	Samuel D. Burrowes	Victoria
1900.	George W. Barber	Coquitlam	1941.	Lavinia M. Greenwood	Victoria
1901.	Central Okanagan Special Education Association, S.D. 23	Kelowna	1942.	Ross Regan	North Vancouver
1902.	University Women's Club of South Delta	Delta	1943.	Heather Ship	Victoria
1903.	Carole L. Ford	Ganges	1944.	Hans J. Larsen	Surrey
1904.	Sri Sathya Sai Baba Center of B.C.	Vancouver	1945.	Ken Jones	Victoria
1905.	Kenmar Transportation Services Incorporated	Vancouver	1946.	Ernie Jensen	Victoria



No.	Name	Location	No.	Name	Location
1947.	Board of School Trustees, S.D. 63	Saanich	1990.	Canadian Red Cross Society	Vancouver
1948.	H. Stephanie Lyseyko	North Vancouver	1991.	Eileen Reilly	North Vancouver
1949.	Rory R. Rickwood	Sooke	1992.	Donna Bond-Christianson	Surrey
1950.	Victor Anderson	Revelstoke	1993.	Rhonna Fleming	Vancouver
1951.	Robert Schultz	Vancouver	1994.	Diane Bailey	Vancouver
1952.	Jane Eagle	Riske Creek	1995.	Leila M. Nixon	South Slokan
1953.	Young Men's Christian Association of Greater Vancouver	Vancouver	1996.	Gordon Burrowes	Victoria
1954.	Janet M. Shauntz	Delta	1997.	Sharon Brennan	Erickson
1955.	Diana Loh	Vancouver	1998.	G. M. Aspe	Osoyoos
1956.	V. A. Van Wouw	Surrey	1999.	Laurel and Les Brant	Burnaby
1957.	J. Waenink	Surrey	2000.	Donald S. MacDonald	Maple Ridge
1958.	T. John Connelly and Associates Limited	Delta	2001.	Jeanette E. Scott	Kamloops
1959.	Eleanor Quirk	New Denver	2002.	Aileen Fletcher	Nanaimo
1960.	Kerry Barnhardt	Chase	2003.	Mission Association for Mentally Handicapped	Mission
1961.	Lee Larkin	Sardis	2004.	Penticton Parents for French	Penticton
1962.	Khalsa Elementary School	Vancouver	2005.	Association for the Mentally Handicapped	Duncan
1963.	Ana Wiggins	Delta	2006.	David J. and Valerie J. Woodcock	Vernon
1964.	Mount Baker Secondary School, S.D. 2	Cranbrook	2007.	Eric Lam	Vancouver
1965.	Education 811 Students - Simon Fraser University	Burnaby	2008.	Ruth Emerson	Roberts Creek
1966.	David R. Spencer	New Westminster	2009.	Shawnigan-Malahat District Chamber of Commerce	Mill Bay
1967.	British Columbia Camping Association	Vancouver	2010.	Michael Ewen	New Westminster
1968.	Patricia Donahue	Vancouver	2011.	Red Rock Elementary - Parent Advisory	Prince George
1969.	MediaWatch	Vancouver	2012.	United Native Nations - Local 103	No Address
1970.	Citizens' Commission on Human Rights	Vancouver	2013.	Christopher A. Breakey	Lantzville
1971.	La Société Francophone de Victoria	Victoria	2014.	H. David Enns	Salmon Arm
1972.	Arleigh B. Haynes	Vancouver	2015.	Mavis Chato	Grand Forks
1973.	British Columbia Society of Occupational Therapists	Vancouver	2016.	Muriel D. Shirley	Vancouver
1974.	Diane Shoemaker	Vancouver	2017.	Jack A. H. Carson	Victoria
1975.	Allan E. Warnke	Richmond	2018.	Sabine Schouten	Vancouver
1976.	David R. Young	Vancouver	2019.	Kerrisdale Elementary Teaching Staff	Vancouver
1977.	Lindsay C. Strachan	Vancouver	2020.	Ian McAllister	Victoria
1978.	Computer Using Educators of of British Columbia	Port Coquitlam	2021.	Ed Shook	Vavenby
1979.	Peter van Nieuwkuyk	Vancouver	2022.	Teachers of Home Economics and Industrial Education	Vancouver
1980.	S. Maureen Clayton	Sechelt	2023.	Victoria International Development Association	Victoria
1981.	Architectural Institute of British Columbia	Vancouver	2024.	Matuga	Vancouver
1982.	British Columbia Council for the Family	Vancouver	2025.	Kamloops Child Development Centre	Kamloops
1983.	William J. P. Logan	Vancouver	2026.	Tsolum Elementary Parents' Association	Courtenay
1984.	Anneliese M. Robens	Vancouver	2027.	Surrey Regional Chamber of Commerce	Surrey
1985.	Eleanor Gardner	Victoria	2028.	J. Lang Corcoran	Kamloops
1986.	Lynda and Bill Braun	Burnaby	2029.	Peggy Oliver	Burnaby
1987.	John E. MacNab	Kaslo	2030.	Raymond S. Rogers	Vancouver
1988.	C. E. Rushton	Sooke	2031.	Eileen Parenteau	Delta
1989.	Chris Johnson	New Westminster	2032.	Lifeforce	Vancouver

No.	Name	Location	No.	Name	Location
2033.	Paul Planidin	Port Coquitlam	2075.	Deborah J. Murray	Maple Ridge
2034.	S. Cashore, B. Young, G. Lake, and J. Morris	Coquitlam	2076.	Parkview Parent Advisory	Sicamous
2035.	Elementary School Counsellors, S.D. 37	Delta	2077.	Hilda Dahl	Revelstoke
2036.	Canadian Association of Geographers - Western Division	Vancouver	2078.	Judy Birch et al	Victoria
2037.	R. W. and Betty Nielson	Vancouver	2079.	Mount Douglas Senior High School	Victoria
2038.	Donald C. Bavis	Vancouver	2080.	Terry Eckley	Burnaby
2039.	Winchelsea Elementary Parents' Group	Parksville	2081.	Art Gallery of Greater Victoria	Victoria
2040.	New Summits University College	Vancouver	2082.	Association of British Columbia Teachers of English as an Additional Language	Vancouver
2041.	British Columbia Women's Institute	Telkwa	2083.	Barry Raesler	Kelowna
2042.	Suzanna DeVries	Langley	2084.	Dolores Dolharty	Nanaimo
2043.	Don R. Smyth	Sidney	2085.	T. G. Gray	Victoria
2044.	Canadian Parents for French - 100 Mile House	100 Mile House	2086.	H. S. Jawanda	Cobble Hill
2045.	E. Perrett	Whistler	2087.	G. A. Millbank	Nanaimo
2046.	British Columbia Health Association	Vancouver	2088.	Joy Mowat	Fort Langley
2047.	P. E. McLellan and Jill Zieman	Burnaby	2089.	Tracy Drew	Langley
2048.	Marley E. Illerbrun	Ladysmith	2090.	Rod Edwards	White Rock
2049.	Sport British Columbia	Vancouver	2091.	Ladysmith Primary School Liaison Committee	Ladysmith
2050.	Maris Sulcs	Port Moody	2092.	Libby Nelson	Fruitvale
2051.	Planning Institute of British Columbia	Vancouver	2093.	Simon Fraser University Faculty of Education	Burnaby
2052.	M. Conroy and Patricia Penner	Clearbrook	2094.	Community Association of Montessori Parents	Vancouver
2053.	Renaissance Educational Associates	Vancouver	2095.	A. Bruce and Margaret Y. Dunwoody	Richmond
2054.	Central Interior Parents' Conference	100 Mile House	2096.	Peter Klint	Port Alberni
2055.	Andrew E. Scotter	Langley	2097.	Laura McIver	Grand Forks
2056.	Assembly of British Columbia Arts Councils	Vancouver	2098.	School for Bio-Psychological Education	Vancouver
2057.	Don Kissinger	Courtenay	2099.	Hartley Bay School	Hartley Bay
2058.	Ministry of Social Services and Housing	Victoria	2100.	Penny Bedaux	Burnaby
2059.	British Columbia Home Economics Association	Vancouver	2101.	Marlene Shipley	Cassiar
2060.	Sandra Cusack	Vancouver	2102.	Victoria Homeschoolers	Victoria
2061.	Michael F. Whitfield	Vancouver	2103.	Learning Assistance Teachers' Association	Vancouver
2062.	Paul Mitchell	Vancouver	2104.	B. L. Gagnon	South Sloca
2063.	Heritage Conservation Branch	Victoria	2105.	Irene M. Lewis	Burnaby
2064.	Canadian Home Educators Association of British Columbia	Kelowna	2106.	H. G. Armstrong	Vancouver
2065.	Eslinda Lally	Sidney	2107.	Joan Spick	Powell River
2066.	Bruce Johnson	Kamloops	2108.	Gary Baker	Vancouver
2067.	Elaine Sleath	Vancouver	2109.	K. Fuerniss	Vancouver
2068.	A. Valena Grant	Maple Ridge	2110.	Sooke Parents Education Advisory Council	Sooke
2069.	Robert C. Wageman	Kelowna	2111.	Abbotsford - Clearbrook Chamber of Commerce	Abbotsford
2070.	David Wrinch	Vancouver	2112.	Maxine Wilson	Coquitlam
2071.	Dorothy Randall	Vancouver			
2072.	English as a Second Language Issues British Columbia	Vancouver			
2073.	Nelson District Teachers' Association	Nelson			
2074.	Debby LaRoy	Kelowna			



ORAL SUBMISSIONS

No.	Name	Location	No.	Name	Location
0001.	Bill Sawchen	Vancouver	0047.	Lois Dyck	Clearbrook
0002.	Paula Gordon	Vancouver	0048.	Board of School Trustees, S.D. 40	New Westminster
0003.	Fernando Lopresti	Vancouver	0049.	Mary Lyons	New Westminster
0004.	Shirley Brown	Vancouver	0050.	Tim Rothney	New Westminster
0005.	Manuel Feralles	Vancouver	0051.	Chuck Condon	New Westminster
0006.	Roger Grunett	Vancouver	0052.	Russ Pacey	New Westminster
0007.	Paul Guyton	Vancouver	0053.	Susan McIntyre	New Westminster
0008.	Drew Van Brunt	Vancouver	0054.	Parents Group, Pitt Meadows Elementary School	Maple Ridge
0009.	Leslie Michael	Vancouver	0055.	Diedre Roza	Maple Ridge
0010.	Francis Egar	Vancouver	0056.	Richard McWhinney	Maple Ridge
0011.	Donald Fisher	Vancouver	0057.	Board of School Trustees, S.D. 43	Coquitlam
0012.	Rudy Chang	Vancouver	0058.	Coquitlam Kindergarten Teachers' Association	Coquitlam
0013.	Dave Julius	Vancouver	0059.	Beverly Welsh	Coquitlam
0014.	Peter Austin	Vancouver	0060.	Brad Ponsart	Coquitlam
0015.	Jerry Hunter	Vancouver	0061.	Ken Fuchs	Coquitlam
0016.	John Loven	Vancouver	0062.	Marty Howett	Coquitlam
0017.	Les Rowe	Vancouver	0063.	Maureen Adams	Coquitlam
0018.	Chris Campbell	Vancouver	0064.	Judy Harridge	Surrey
0019.	David Whitelaw	Vancouver	0065.	Angela Lamer	Surrey
0020.	Claude Mortimer	Vancouver	0066.	Laurel Griffin	Surrey
0021.	M.E. Herbert	Vancouver	0067.	Jock Smith	Surrey
0022.	David Owen	Vancouver	0068.	Walter Zarochowski	Surrey
0023.	Peter Kendall	Vancouver	0069.	Dennis Dreves	Surrey
0024.	Jeff Gibbs	Vancouver	0070.	Duncan Ascough	Surrey
0025.	Tim Louis	Vancouver	0071.	Charles Steacy	Surrey
0026.	Mr. Savage	Burnaby	0072.	Anton Henning	Surrey
0027.	H.L. Stush	Burnaby	0073.	Glen Ohs	Surrey
0028.	Women's Skills Development Society	Burnaby	0074.	Discovery School Parent Group	Surrey
0029.	Williams Syndrome Group	Burnaby	0075.	Leanne Johnson	Surrey
0030.	Robert Dalby	Burnaby	0076.	Cliff Dylke	Surrey
0031.	Anonymous	Burnaby	0077.	Francis Egar	Surrey
0032.	Wilf Evans	Burnaby	0078.	Roy Pilkey	Surrey
0033.	John Gossage	Burnaby	0079.	Richard Bishop	Surrey
0034.	Bob Gardiner	Burnaby	0080.	Ted Scott	Surrey
0035.	Bill Biles	Burnaby	0081.	Craig Bassett	West Vancouver
0036.	Alan Berry	Chilliwack	0082.	Rick Marks	West Vancouver
0037.	Frank Schulte	Chilliwack	0083.	Peter Bradshaw	West Vancouver
0038.	Gerry Swan	Clearbrook	0084.	Christopher Bradshaw	West Vancouver
0039.	Abbotsford Group for Programme Cadre	Clearbrook	0085.	Ed Jackson	West Vancouver
0040.	Cheryl Penner	Clearbrook	0086.	Norman Hurst	West Vancouver
0041.	Riessa Garandza	Clearbrook	0087.	Women's Economic Agenda Group	North Vancouver
0042.	Michael Surkan	Clearbrook	0088.	Mabes Nangi	North Vancouver
0043.	John Surkan	Clearbrook	0089.	Ian DeGroot	North Vancouver
0044.	B.J. Marchinek	Clearbrook	0090.	Margie Spaney	North Vancouver
0045.	Mun Hope	Clearbrook	0091.	Graham Nixon	North Vancouver
0046.	Kim Senko	Clearbrook	0092.	Richard Walton	North Vancouver

No.	Name	Location	No.	Name	Location
0093.	Crawford Killian	North Vancouver	0141.	David Ayles	<i>M.V. Queen of Tiauwassen</i>
0094.	Peggy Evans	North Vancouver	0142.	Saber Helms	<i>M.V. Queen of Tiauwassen</i>
0095.	Al Etmanski	Richmond	0143.	Gulf Islands Secondary School Student Council	Ganges
0096.	Juliet Adams	Richmond	0144.	South Saltspring Women's Institute	Ganges
0097.	Alan Warnke	Richmond	0145.	Ralph Miller	Ganges
0098.	Vanmark	Richmond	0146.	Charles Hingston	Ganges
0099.	Prem Singh	Richmond	0147.	Nancy Wiggin	Ganges
0100.	Isobel Pinto	Richmond	0148.	Mrs. Lally	Saanich
0101.	Don Davis	Delta	0149.	Martin Young	Saanich
0102.	Nadine Pelland	Delta	0150.	Mount Newton Middle School Parents Group	Saanich
0103.	Linda Coyle	Delta	0151.	Pat Walton	Vernon
0104.	David Critts	Delta	0152.	North Okanagan Naturalist's Club	Vernon
0105.	Marilyn Watt	Delta	0153.	Catherine L'Heureux	Vernon
0106.	John Stevens	Delta	0154.	Rod Pawluski	Vernon
0107.	Terry Fletcher	Delta	0155.	John G. Prior	Vernon
0108.	Yvonne Chard	Delta	0156.	Gordon Clement	Vernon
0109.	Kill Kushner	Delta	0157.	Debbie LaRoy	Kelowna
0110.	Hugh Burke	Delta	0158.	Robert Wageman	Kelowna
0111.	John Breckenridge	Delta	0159.	Antioch Bible Fellowship	Kelowna
0112.	Fred Melnyk	Delta	0160.	Lorraine Frost	Kelowna
0113.	Jeff Freer	Delta	0161.	Zachary Day, Jack Wooley, Paul Tebb	Campbell River
0114.	Marianne McWaters	Delta	0162.	S.D. 71, Physical Education Specialists Association	Campbell River
0115.	Roger Lesalle	Delta	0163.	Hospital Employee's Union	Campbell River
0116.	Charles Steacy	Delta	0164.	Campbell River Association for the Mentally Handicapped	Campbell River
0117.	Jeanette Lucas	Delta	0165.	North Island Alcohol and Drug Education and Information Society	Campbell River
0118.	Mrs. Martin	Delta	0166.	Powell River Teachers' Association	Powell River
0119.	University Women's Club	Delta	0167.	Helen Evans	Powell River
0120.	Jacqui McElheron	Delta	0168.	Susan Fisher	Powell River
0121.	Linda Nygard	Delta	0169.	Martin Rossander	Powell River
0122.	Julia Kline	Delta	0170.	Status of Women	Powell River
0123.	Darlene Cuthbert	Delta	0171.	Graham Gates	Nanaimo
0124.	Sam Yamamoto	Delta	0172.	School Tax Reform Committee of Parksville	Nanaimo
0125.	David Leach	Delta	0173.	Dorothy Dakin	Nanaimo
0126.	Anonymous	Delta	0174.	Ruth Margolis	Nanaimo
0127.	Anonymous	Delta	0175.	Ozzie Greaves	Nanaimo
0128.	Peter Bradshaw	Vancouver	0176.	Lester B. Pearson College of the Pacific	Victoria
0129.	Jan Pronovost	Vancouver	0177.	Andy Kwan	Victoria
0130.	Tammy Cull	Vancouver	0178.	Martha Ophir	Victoria
0131.	Ian Young	Vancouver	0179.	Christian Home School Support Group	Victoria
0132.	Robert Joseph	Vancouver	0180.	Elizabeth Goward	Victoria
0133.	Roy Gardener	Vancouver	0181.	Shuswap Cultural Education Society	Kamloops
0134.	Prince George Modern Languages Learning Specialists	Prince George	0182.	Paul Rivett	Kamloops
0135.	Don Chamberlain, Wendy Herbert	Prince George			
0136.	Marion Hunt-Doig	Prince George			
0137.	Paul Brandon	Prince George			
0138.	Ray Forney	Prince George			
0139.	Victor Dukowski	<i>M.V. Queen of Tiauwassen</i>			
0140.	Jack Albhouse	<i>M.V. Queen of Tiauwassen</i>			



No.	Name	Location
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0183.	Joy Morning	Ashcroft
0184.	Clark Allen	Ashcroft
0185.	Sami Fields	Vancouver
0186.	British Columbia Public Interest Research Group at Simon Fraser University	Vancouver
0187.	Surrey Primary Teachers' Association	Vancouver
0188.	Hinda Avery	Vancouver
0189.	North Vancouver Secondary Physical Education Association	Vancouver
0190.	MediaWatch	Vancouver
0191.	Kentish Steele	Vancouver
0192.	Diane Richardson	Port Clements
0193.	Elizabeth Vigneault	Port Clements
0194.	Judith Kerr	Port Clements
0195.	Audrey Putterall	Sandspit
0196.	British Columbia Fitness Alliance	Victoria
0197.	Citizens United for Safety and Justice	Victoria
0198.	Rick Bell	Victoria
0199.	Registered Out-of-School Care Operators of Victoria	Victoria
0200.	Bruce Downie	Victoria
0201.	Stephen Holland	Victoria
0202.	Lavinia Greenwood	Victoria
0203.	Jane Brett	Victoria
0204.	William Buckley	Victoria
0205.	Alec Carruthers	Creston
0206.	Ann Jimmy	Creston
0207.	Verna Inga	Penticton
0208.	Daniel Pontes	Penticton
0209.	S.D. 15, Concerned Parents of Pre-School Children	Penticton
0210.	Jim Brian	Penticton
0211.	Dave Swanson	Penticton
0212.	George Stratford	Penticton
0213.	Lois Dick	Penticton
0214.	Kentish Steele	Vancouver
0215.	Thomas Dobson	Vancouver
0216.	Dwight Jones	Vancouver
0217.	Matuga	Vancouver
0218.	Shuswap District Arts Council	Salmon Arm
0219.	Marlene Shipley	Cassiar
0220.	Julie McRae	Cassiar
0221.	Christina Kwong	Cassiar
0222.	Keith Lanphear	Cassiar
0223.	Gary Periard	Cassiar
0224.	Sherry Sethen	Cassiar
0225.	MOSAIC and the Vancouver Refugee Council	Vancouver
0226.	Manjeet Aushlaw	Vancouver
0227.	Kathryn Farris	Vancouver

APPENDIX C

SUMMARY OF RECOMMENDATIONS

CURRICULUM (Chapter 5)

1. That developmental criteria, rather than chronological age, be used in selecting the educational placement of children entering school. (*p.93*)

2. That the provincial government and local school boards introduce legislation and policy changes to enable schools and school districts to establish ungraded primary divisions. (*p.93*)

3. That the Ministry of Education develop a Common Curriculum for all students in Grades 1 to 10. Further, that the Common Curriculum include the following four categories of subject matter:

(1) Humanities (English, Social Studies, French as a Second Language);

(2) Fine Arts (Music, Visual Arts, Theatre, Dance);

(3) Sciences (Mathematics, General Science, Technology); and

(4) Practical Arts (Physical Education, Industrial Education, Home Economics, Lifespan Education). (*p.95*)

4. That throughout the years of the Common Curriculum from Grades 1 to 10:

(1) teachers use an interdisciplinary approach in their teaching;

(2) teachers instruct in a minimum of two different subject areas and work in interdisciplinary teams, at any given grade level;

(3) the Ministry of Education develop and distribute curriculum documents which provide examples of interdisciplinary relationships and articulation among subjects, and between course content and the life experiences of learners;

(4) faculties of education develop methodological courses which emphasize and facilitate these integrative instructional approaches. (*p.100*)

5. That, on an experimental basis, school districts and schools provide learners, in keeping with their needs, interests, and varying rates of

development and achievement, with access to multi-grade and/or cross-grade classroom groupings, and assess learner progress individually. (*p.101*)

6. That the Ministry of Education limit its prescription for the Common Curriculum of Grade 1 to 10 to no more than 80% of the available instructional time. Further, that school districts provide locally developed programs for the remaining school time. (*p.101*)

7. That the Ministry of Education award each learner who has successfully completed the Common Curriculum for Grades 1 to 10 an official certificate of entitlement to a further two years of secondary education. Further, that eligibility for the certificate be determined by the local school on the basis of criteria established by the Ministry of Education. (*p.102*)

8. That, in each year of the Common Curriculum of Grades 1 to 10, all learners have access to a teacher advisor or mentor. (*p.102*)

9. That, for the short term, existing secondary school graduation requirements be re-examined by the Ministry of Education with a view toward expanding student choice in course selection leading toward graduation. (*p.104*)

10. That when the recommended core program of English, History, and Science, Technology and the Environment is introduced in Grades 11 and 12, secondary school graduation requirements include successful completion of each core subject in addition to those subjects that are required for specific post-secondary or career programs. (*p.106*)

11. That provincial Grade 12 examinations be extended to all subject areas and that those examinations count for one-third of the student's Grade 12 marks. (*p.108*)



Curriculum (cont.)

12. That the Ministry of Education, school districts, and schools, in planning and delivering educational programs, incorporate the concept of lifelong learning, so that learning experiences:

- (1) relate to an individual's lifespan;
- (2) are characterized by open access to learners of all ages;
- (3) cater to the widest range of learner interests and needs; and
- (4) involve the shared resources of all agencies concerned with education. (*p.109*)

13. That, with respect to curriculum development, revision, and implementation in the province, the Ministry of Education:

- (1) emphasize smaller, more frequent curriculum changes;
- (2) relate such revisions to the continuing Provincial Learning Assessment Program; and
- (3) provide the budgetary resources required for a systematic implementation of curriculum changes. (*p.110*)

14. That the goals of the Provincial Learning Assessment Program be reformulated to concentrate on the provision of annual data on student achievements (knowledge, abilities, attitudes) in each of the basic subject areas. (*p.111*)

15. That the Ministry of Education include in the funding allocations to school districts a specific category for extracurricular activities, for the purposes of (1) recognizing their relationship to, and enhancement of, formal learning experiences of youngsters; and (2) ensuring equitable access to such activities for all learners. (*p.112*)

TEACHING **(Chapter 6)**

1. That the Ministry of Education, in co-operation with the major educational organizations of the province, initiate and maintain a program designed to raise the status of teaching as a career. (*p.126*)

2. That the provincial government provide the three public universities with the means to develop a co-ordinated provincial capacity to provide the numbers and kinds of teachers needed through the next decade. That a tri-university committee be established and supported by government, and charged with a responsibility, in cooperation with the British Columbia Teachers' Federation, British Columbia School Trustees Association, the Association of British Columbia School Superintendents, and the Ministry of Education, to develop plans for meeting this demand for additional teachers. (*p.126*)

3. That all teachers be required to complete a minimum of five years of initial teacher education, to include an approved undergraduate degree. (*p.130*)

4. That an extended practicum be required as a component of all initial teacher education programs. (*p.130*)

5. That the three universities, in conjunction with the British Columbia Teachers' Federation and the College of Teachers, further develop and extend ways and means by which the involvement of practising teachers in working with student teachers is more formally articulated and rewarded. (*p.132*)

6. That the three universities develop on-campus procedures which ensure closer co-operation among the faculties of arts, science, and education in facilitating and discharging responsibilities for teacher education. (*p.132*)

7. That the province cease awarding the Standard Certificate and that current holders of that credential be urged to complete degree requirements. Further, that the universities be provided with the means to deliver such degree-completion courses to all areas of the province. (*p.133*)

Teaching (cont.)

8. That the College of Teachers establish the requirements and frequency for the renewal of teachers' certificates. (*p.135*)

9. That teachers in non-public schools be required to meet the same general certification criteria in force for public school teachers, and that any other credentials permitting them to teach in those schools be issued on a temporary basis and for a fixed term. (*p.135*)

10. That district-based induction programs be established cooperatively by school districts and teachers, and that they be characterized by special support services and carefully designed teaching assignments during the first year of induction. (*p.137*)

11. That the British Columbia Teachers' Federation initiate relevant programs of professional development aimed at improving classroom instruction. That the funding formula of the Ministry of Education provide the means for school boards, in negotiation with teachers, to develop creative ways to make regular, extended periods of time available for such professional development. (*p.137*)

12. That special measures be taken to improve the availability of professional development programs in rural areas of the province, including consideration of summer study bursaries, travel grants, increased funding for professional libraries, support for university inservice activities in remote areas, and the establishment of regional professional development centres. (*p.138*)

FINANCE (Chapter 7)

1. That the use of property taxation for school purposes be continued. (*p.157*)

2. That the province should continue to set and collect the non-residential school tax so long as all tax proceeds raised from this tax base are re-distributed back to the school districts through the fiscal framework. (*p.164*)

3. That no drastic changes in the principles and procedures underlying the Homeowner Grant are required at this time. Further, that a mechanism be found to return the unused portion of individual grants to the school districts. (*p.166*)

4. That the provincial government:
(1) replace the present system of calculating recognized costs with a block-funding formula;
(2) discuss the design of this formula with the major provincial educational organizations; and
(3) retain the formula in place for a period of five years. (*p.173*)

5. That the government remove all references to teachers' salaries from the funding formula. (*p.173*)

6. That the fiscal framework be used as part of the funding formula to set relative funding levels for districts. (*p.173*)

7. That the Fiscal Framework Review Committee (1) continue to study and recommend structural changes to the fiscal framework, and (2) pay particular attention to simplification and necessary restructuring of the formula, particularly those functions related to operations and maintenance. (*p.173*)

8. That the provincial government not use the fiscal framework to counteract bargaining outcomes. (*p.173*)

9. That, in establishing the ratio of sharing school costs between the province and school districts, the provincial government continue to recognize distinct local revenue-raising capacities. Further, that the principle of equity of tax burden be retained. (*p.177*)



Finance (cont.)

10. That the provincial government re-design the sharing ratio to ensure that (1) districts with similar capacities to raise revenue levy similar tax rates to support the 'core' program, and (2) districts with higher recognized per-pupil costs should not be expected to levy higher tax rates. (*p.177*)

11. That the provincial government derive a new index of revenue-raising capacity that will generate more evenness in taxes paid by the average homeowner in each district. (*p.177*)

12. That any proposals for change to provincial-local district funding arrangements be a matter of consultation with major provincial educational organizations before they are introduced. (*p.177*)

13. That the mandate of the Fiscal Framework Review Committee be expanded to include periodic review of the provincial-school district sharing ratio. (*p.177*)

14. That the Ministry of Education restore capital spending approvals to a level adequate to fund the ongoing maintenance, upgrading, and replacement of facilities and major equipment in the school districts of the province. (*p.179*)

15. That the Ministry of Education, to ensure greater stability and predictability in capital funding, move to a system of multi-year capital approvals. (*p.179*)

16. That the Ministry of Education and school districts develop a special program to respond to the deteriorating condition of the large number of schools built in the immediate post-1945 period. (*p.179*)

17. That the Ministry of Education amend, in consultation with the school districts, the formula for sharing capital costs to bring it closer to the formula used for setting operating grants. (*p.179*)

18. That the Ministry of Education, school districts, and schools take steps collaboratively to improve their accountability processes.

Further, that in doing so, the following suggestions made to the Commission be considered:

(1) the development of outcome measures related to established educational objectives;

(2) the establishment of methods for relating outcome data to financial data and use of resources; and

(3) the initiation of improved and more extensive means of periodically communicating such data to constituents. (*p.182*)

19. That the Ministry of Education support district accountability initiatives with increased financial resources and expertise. (*p.182*)

SUPPORT SYSTEMS (Chapter 8)

1. That the Ministry of Education establish, by statute, an Education Advisory Council, which would meet quarterly to discuss matters of significance respecting British Columbia's system of education. That membership include representation from each of the following organizations, such persons to be named by those agencies: British Columbia School Trustees Association; British Columbia Teachers' Federation; Federation of Independent Schools Association; the university community; Association of British Columbia School Superintendents; British Columbia School District Secretary-Treasurers Association; British Columbia Principals and Vice-Principals Association. Further, that the council include representation from each of the following segments of the British Columbia society: students, parents, the business community, the labour community, and the arts and scientific communities. (p.187)

2. That a Provincial Curriculum Committee be established, as a standing committee of the Education Advisory Council, for the purpose of advising the Minister of Education, through the Education Advisory Council, on matters affecting curriculum development, implementation, and evaluation. That membership include representation from the Ministry of Education, British Columbia School Trustees Association, British Columbia Teachers' Federation, the university community, students, parents, business, labour, and the arts and scientific communities. Further, that the Committee be granted authority by the Education Advisory Council to establish *ad hoc* specialist sub-committees necessary to complete its tasks. (p.187)

3. That each of the 75 school districts of the province adopt policies and procedures which provide for a designated role for parents and other community members through membership on parent-community advisory committees at the district level and at each school within the district. (p.188)

4. That the term of office for school trustees be four years, with approximately one-half of the board elected every two years. Further, that a by-election be held on each election date to fill any vacancy created by the resignation of any trustee unable to complete a term. (p.189)

5. That there be a statutory requirement that every school board appoint a Superintendent of Schools as Chief Executive Officer and a Secretary-Treasurer as a corporate and financial officer responsible to the Superintendent. (p.190)

6. That provisions be made to regulate employment relations between a school board and its central-office appointed officials, so as to include conditions for regular evaluation and due process, and that the wording of such provisions be prepared in consultation with the British Columbia School Trustees Association, the Association of British Columbia School Superintendents, and the British Columbia School District Secretary-Treasurers Association. (p.190)

7. That school districts afford each school principal maximum flexibility in determining how funds allocated to the local school may be spent. (p.192)

8. That provisions be made to regulate employment relations between a school district and its principals and vice-principals so as to include conditions for regular evaluation and due process; and that the wording of such provisions be prepared jointly by the British Columbia School Trustees Association and the British Columbia Principals and Vice-Principals Association. (p.192)

9. That the present system of elected school boards be retained. (p.193)

10. That the Ministry of Education convene an *ad hoc* committee composed of representatives from British Columbia School Trustees Association, British Columbia Teachers' Federation, Association of British Columbia School Superintendents, British Columbia School District Secretary-Treasurers Association, and



Support Systems (cont.)

the Ministry of Education to promote the recruitment and retention of competent teachers in rural and remote school districts. Further, that this committee consider the following suggestions made to this Commission:

(1) The extension of pilot programs designed to train teachers from, in, and for rural and remote areas;

(2) The provision of substantial bonuses for effective teachers who remain in such areas, such monies to be available on completion of designated periods of service;

(3) Identified periods of service by graduates of teacher education, tied to student financial assistance for tuition and related expenses, provided in advance by school districts; and

(4) Improved and extended professional and cultural environments made possible by paid opportunities to travel periodically to and from centres providing a wider range of such opportunities. (p.196)

11. That, insomuch as evidence abounds that children and young adults in rural areas appear less aware of post-secondary opportunities than their urban counterparts, universities, colleges, and technical institutions make special provision to acquaint rural schools with their entrance requirements and programs with particular attention to the matter of transfer credit. (p.197)

12. That, in order to equalize access to post-secondary institutions for deserving students from rural areas, the provincial government provide substantial assistance in the form of grants to those students who must live away from home. (p.198)

13. That the Ministry of Education ensure that provincial budget allocations to remote school districts clearly recognize the need for trustees, central office administrators, principals and vice-principals to (1) augment their service capacity by bringing in considerable specialist human resource assistance on an *ad hoc* basis, and (2) develop their own capabilities and levels of service by making frequent excursions to meet formally and informally with professional colleagues beyond the district. (p.198)

14. That provisions and regulations for the establishment, registration, and operation of all non-public schools be specified in relevant sections of the *School Act*. (p.203)

15. That the Ministry of Education obtain from all non-public schools the statistical and other data pertaining to their operation in order to provide a full annual picture of schooling in British Columbia from Kindergarten to Grade 12. (p.203)

16. That, in the interests of ensuring equality of educational opportunity for all youngsters throughout the province, all non-public schools in British Columbia be required to meet certain basic curricular, assessment, and inspection requirements established by the Ministry of Education and defined in the *School Act*. (p.203)

17. That four categories of non-public schools be established for funding consideration under the *School Support (Independent) Act*, as follows:

Category 1 - those schools which fully meet all curricular and teacher certification requirements as set out in the *School Act*;

Category 2 - those schools which currently satisfy criteria established for 'Group 2' classification and support;

Category 3 - those schools which currently satisfy criteria established for 'Group 1' classification and support; and

Category 4 - those schools who neither meet criteria for Categories 1, 2, or 3, nor wish to avail themselves of financial support.

The categorical funding levels for Category 1, Category 2, Category 3, and Category 4 schools shall be 50%, 35%, 10%, and 0%, respectively, of the public per-pupil allocations to the school districts in which they are located. (p.203)

18. That provisions be included in the *School Act* to recognize the existence of home schooling. (p.205)

19. That students who are educated at home be registered by their parents at the public school nearest to their residence. (p.205)

Support Systems (cont.)

20. That each school district, through the principal of the local schools, provide home schooling students with the required textbooks and curricular and instructional materials appropriate to their grade level. Further, that the school and the home cooperate in any other ways, mutually acceptable to both parties, to enhance the learning opportunities of the home schoolers. (p.205)

21. That each home schooling student be counted by the school district for funding purposes as at least 0.25 of a full-time equivalent learner. (p.205)

22. That the Ministry of Education determine means by which the learning progress of home schoolers can be monitored and assessed on an annual basis. (p.205)

23. That the federal and provincial governments accord to Native bands and councils the appropriate authority and attendant resources to enable them to engage effectively in the self-determination of, or shared responsibility for, the education of their children. Further, that financial resources commensurate with meeting the actual costs of educating Native learners be available to bands and councils. (p.208)

24. That, where Native children are enrolled in schools and/or school districts, Native peoples and school authorities jointly develop formal liaison processes to discuss and decide upon the maintenance and improvement of quality services to Native learners. (p.208)

25. That Native bands and councils and all school authorities cooperate in assisting Native learners to bridge their two cultures (native and multicultural) by:

- (1) improving home/school liaison, particularly throughout the early years of schooling;
- (2) orienting all children, through formally developed curriculum units, to the history, culture, status, and contributions of First Nations people;
- (3) reducing the impact of an inflexible graded school system upon Native children and allowing, in the early years of schooling, for a continuous, incremental pattern of learning;

(4) initiating means of assisting Native peoples in the preservation and promotion of their heritage languages, including their incorporation into classroom experiences;

(5) discouraging any evidence of racial bias on school transportation and premises;

(6) deliberately appointing or enlisting the volunteer support of competent Native adults as role models for all children;

(7) encouraging teachers to improve their knowledge and understanding of Native cultures, heritage, and traditions through individual initiative and organizational support; and

(8) providing continuing counsel to Native students to prepare them for living and working in a multicultural society. (p.208)

26. That compensatory actions be initiated by Native councils or bands, school authorities, and governmental agencies, to:

(1) improve the pre-school and early-school-years language capabilities of Native children;

(2) enhance the parenting skills of Native adults;

(3) encourage Native adults to pursue advanced levels of basic education; and

(4) improve the health, social, and economic circumstances of First Nations people, as ends in themselves, and in terms of their potential positive impact upon the learning of Native children. (p.209)

27. That the Ministries of Education, Social Services and Housing, Health, and the Attorney General be charged with responsibility to develop, collectively, appropriate mandates for each ministry which allow for the provision of services to those children who have been identified by school Interministerial Committees as in need. (p.210)

28. That school Interministerial Committees be provided with the necessary resources to carry out their responsibilities so that all British Columbia students can capitalize on their potential for learning. (p.210)

29. That present policies, programs, and services aimed at providing appropriate learning experiences for special needs learners of the province be continued. (p.213)



Support Systems (cont.)

30. That the appropriate ministries of the provincial government provide additional educational support services for both special needs learners and their teachers in normalized classroom settings. (p.213)

31. That, where necessary, special needs learners and their families be provided with extended social and educational services designed to assist learners in overcoming the educational challenges they face. (p.213)

32. That rights of special needs learners and their parents be clarified in the *School Act*, together with provisions by which any disputes between parents and school authorities would be referred to, and settled through, appropriate third-party action. (p.213)

33. That school districts provide appropriate counselling to female learners to influence them in selecting a wide range of appropriate courses in their school programs including, particularly, mathematics and the sciences. Further, that school districts give explicit attention to the hiring of additional female counsellors as role models. (p.214)

34. That the Ministry of Education monitor all curriculum materials to be used in the schools of the province, with a view to (1) eliminating inappropriate gender stereotypes, and (2) including content about the contributions of women to our cultural and intellectual heritage. (p.214)

35. That Ministry of Education and school district hiring practices give explicit attention and emphasis to the potential appointment of females in management and administrative positions. (p.214)

36. That school districts and teachers' unions, in establishing employee contracts, establish flexible working conditions for women which allow for an appropriate combination of professional employment and family child rearing. (p.214)

37. That the provincial government undertake, consonant with the consideration of the recommendations of this report, a complete revision of all sections of the *School Act*. (p.215)

APPENDIX D

SOURCES IN COMMISSIONED PAPERS

More detailed references to the subjects discussed and the data presented in the body of this report can be found in the research documents listed below. They are identified collectively as *British Columbia Royal Commission on Education: Commissioned Papers*.

VOLUME 1

British Columbia Schools and Society
Thomas Fleming and John Calam

VOLUME 2

The Learners of British Columbia
Ronald Marx and Tarrance Grieve

VOLUME 3

Curriculum in the Schools of British Columbia
David Robitaille, Terrence McBurney, Antoinette Oberg, and Valerie Overgaard

VOLUME 4

The On-site Personnel Who Facilitate Learning
Jaap Tuinman and Robin Braync

VOLUME 5

Support Systems for Learning: Finance
James Cutt, Peter Adams, and Jim McRae

VOLUME 6

Support Systems for Learning: Governance and Administration
Vernon Storey, Elmer Froese, Arthur Kratzmann, and Jack Peach

VOLUME 7

Reports of Working Groups

- (i) *Where the Legacy Begins*
Report of the Working Group on Early Childhood Education
- (ii) *Parents in Education*
Report of the Working Group on Parents' Role: Rights and Responsibilities
- (iii) *Building Bridges to the 21st Century*
Report of the Working Group on Business and Education
- (iv) *Report of the Student Task Force.*

A copy of each document is available at all public libraries in British Columbia, and at university and college libraries, as an appendix to this report. Copies may be purchased from Crown Publications Inc., 546 Yates Street, Victoria, B.C., V8W 1K8.